

7.  
SF  
C 2

1961

**GRAND JURY**  
**REPORTS**



**CITY AND COUNTY OF**  
**SAN FRANCISCO**  
**CALIFORNIA**

DOCUMENTS

JAN 12 1967

SAN FRANCISCO  
PUBLIC LIBRARY



1 9 6 1

G R A N D J U R Y

of the

CITY AND COUNTY OF SAN FRANCISCO

DANIEL J. COLLINS, Foreman  
SYDNEY W. HOPKINS, Secretary

-o-o-o-

RICHARD ARNSTEIN

HARRY J. LAWLOR

HAROLD A. BERLINER

MRS. INA LERER

VINCENT J. CALLAN

GEORGE LOEHRSEN

MRS. NATALIE CARROLL

TOBY MAGNER

CHARLES J. FOEHN

MRS. ANJEL J. MASTORAS

FRANK R. GEIS

CHARLES H. McDONAGH, JR.

LOYAL H. GILMOUR

FRANCIS C. MIRALDA

GASTON I. GOETTING

ARNOLD W. SPINETTI

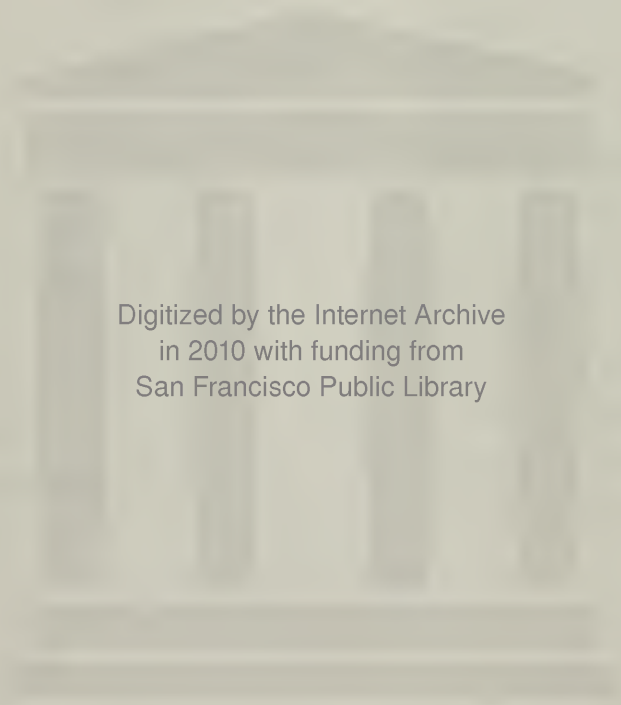
BURL A. TOLER

-o-o-o-

Impaneled January 6, 1961

Discharged January 11, 1962

-O-



Digitized by the Internet Archive  
in 2010 with funding from  
San Francisco Public Library

## C O M M I T T E E S

Daniel J. Collins, Foreman      Sydney W. Hopkins, Secretary  
(Ex-officio members of all committees)

-o-o-o-

1. MAYOR  
Burl A. Toler, Chairman  
Mrs. Natalie Carroll  
Charles H. McDonagh, Jr.
2. CHIEF ADMINISTRATIVE OFFICER,  
PUBLIC WORKS, PURCHASER  
Harry J. Lawlor, Chairman  
Francis C. Miralda  
Arnold W. Spinetti
3. CONTROLLER, TREASURER, ASSESSOR,  
RETIREMENT SYSTEM  
George Loehrsen, Chairman  
Gaston I. Goetting  
Harry J. Lawlor
4. FINANCE & RECORDS, COUNTY CLERK-  
RECORDER, REGISTRAR, TAX COLLEC-  
TOR, PUBLIC ADMINISTRATOR, AGRI-  
CULTURAL COMMISSIONER, WEIGHTS  
& MEASURES  
Chas. H. McDonagh, Jr., Chairman  
Harold A. Berliner  
Vincent J. Callan  
George Loehrsen
5. DISTRICT ATTORNEY, CITY ATTORNEY,  
PUBLIC DEFENDER, SHERIFF  
Gaston I. Goetting, Chairman  
Charles J. Foehn  
Burl A. Toler
6. SUPERIOR-MUNICIPAL COURTS, ADULT  
PROBATION, JUVENILE  
Harold A. Berliner, Chairman  
Frank R. Geis  
Richard Arnstein  
Mrs. Ina Lerer
7. POLICE DEPARTMENT, TRAFFIC,  
PARKING AUTHORITY, CORONER  
Arnold W. Spinetti, Chairman  
Loyal H. Gilmour  
Francis C. Miralda
8. FIRE DEPARTMENT, DEPT. OF  
ELECTRICITY  
Loyal H. Gilmour, Chairman  
Frank R. Geis  
Charles H. McDonagh, Jr.
9. HEALTH DEPARTMENT  
Toby Wagner, Chairman  
Mrs. Ina Lerer  
Mrs. Anjel J. Mastoras
10. EDUCATION, LIBRARIES  
Mrs. Natalie Carroll,  
Co-chairman  
Mrs. Ina Lerer, Co-chairman  
Toby Wagner
11. PUBLIC UTILITIES, BOARD OF  
SUPERVISORS  
Charles J. Foehn, Chairman  
Harry J. Lawlor  
Arnold W. Spinetti
12. CIVIL SERVICE, CITY PLAN-  
NING, LEGION OF HONOR  
Francis C. Miralda, Chairman  
Richard Arnstein  
Mrs. Natalie Carroll
13. PUBLIC WELFARE, ART COM-  
MISSION, PERMIT APPEALS  
Mrs. Anjel J. Mastoras,  
Chairman  
Charles J. Foehn  
Gaston I. Goetting
14. HOUSING AUTHORITY, REAL  
ESTATE, REDEVELOPMENT  
Richard Arnstein, Chairman  
Loyal H. Gilmour  
George Loehrsen  
Toby Wagner
15. PARK-RECREATION  
Frank R. Geis, Chairman  
Vincent J. Callan  
Mrs. Anjel J. Mastoras
16. NARCOTICS  
Vincent J. Callan, Chairman  
Harold A. Berliner  
Burl A. Toler



GRAND JURY OF THE CITY AND COUNTY OF SAN FRANCISCO

-0-0-0-

Table of Contents

## FOREMAN'S TRANSMITTAL LETTER - - - - - I

## COMMITTEE REPORTS:

Adult Probation . . . . .	75
Agricultural Commissioner . . . . .	85
Art Commission. . . . .	101
Assessor. . . . .	91
Chief Administrative Officer. . . . .	96
City Attorney . . . . .	26
City Planning . . . . .	41
Civil Service . . . . .	14
Controller. . . . .	35
Coroner . . . . .	44
County Clerk. . . . .	80
District Attorney . . . . .	1
Education . . . . .	102
Electricity . . . . .	6
Finance & Records . . . . .	80
Fire Department . . . . .	55
Health Department . . . . .	19
Health Service System . . . . .	40
Housing Authority . . . . .	112
Juvenile. . . . .	48
Libraries . . . . .	108
Mayor . . . . .	87
Municipal Court . . . . .	9
Narcotics . . . . .	89
Palace of the Legion of Honor . . . . .	12
Parking Authority . . . . .	51
Park-Recreation . . . . .	30
Permit Appeals. . . . .	100
Police Department . . . . .	71
Pound . . . . .	5
Public Administrator. . . . .	82
Public Defender . . . . .	2
Public Guardian . . . . .	94
Public Utilities. . . . .	66
Public Welfare. . . . .	46
Public Works. . . . .	59
Purchaser of Supplies . . . . .	98
Real Estate . . . . .	39
Recorder. . . . .	81
Recreation-Park . . . . .	30
Redevelopment Agency. . . . .	11
Registrar of Voters . . . . .	77
Retirement System . . . . .	36
Sheriff . . . . .	63
Superior Court. . . . .	8
Supervisors . . . . .	67
Tax Collector . . . . .	83
Treasurer . . . . .	36
Weights and Measures. . . . .	28





December 31, 1961

Honorable Herman A. van der Zee  
Presiding Judge of the Superior Court  
City and County of San Francisco  
City Hall  
San Francisco 2, California.

Dear Judge van der Zee:

As far as the Grand Jury is concerned, 1961 was a year during which a rare and wonderful opportunity was afforded each of its nineteen members to perform an unusual and important service for San Francisco. For during the year this small group of citizens, selected from all walks of life, were the representatives of the entire City. As such, they were assigned the responsibility-laden task of examining the most minute functions of municipal government, and of conducting hearings of complaints of alleged criminal acts and voting indictments when warranted by supporting evidence.

The efficacy and discernment with which the Grand Jury fulfilled its assignment is graphically reflected in the final reports of all of the committees, which are attached.

Another reflection of the Grand Jury's total effort may be pointed up statistically: 248 cases were presented; 374 defendants were indicted; 913 witnesses were heard. These statistics, though brief, tell a story of hundreds of deliberative hours spent by each member of the Grand Jury.

We could not have performed as we did without:

- 1) Your own generous and perceptive guidance and counsel, for which all of us are most appreciative;
- 2) The splendidly prepared presentations of District Attorney Thomas C. Lynch, Chief Deputy District Attorney Francis C. Mayer, and Assistant District Attorney Walter Giubbini;
- 3) The always helpful cooperation of Chief of Police Thomas Cahill, Deputy Chief of Police Al Nelder, and the various personnel of the Police Department who have appeared before us;
- 4) Such good members of your Court as Jury Commissioner Joseph M. Cummins and Ralph Sheehan, who, as Grand Jury Statistician, was our good and valued right arm and who performed admirably in every respect;
- 5) And last, but certainly not least - for his efforts were tireless, dedicated, painstaking and substantial - our excellent Grand Jury Secretary, Sydney Hopkins.



As is reflected in the various committee reports, it is the opinion of this Grand Jury that our municipal government is in exceptionally good condition and that under the leadership of Mayor George Christopher - a man of exceptional courage and of clearly defined convictions - the vast and constantly growing governmental affairs of the City and County of San Francisco are being conducted on eminently sound business principles.

A dramatic indication of the belief of San Franciscans in the soundness of their government was seen in the overwhelming vote--an unprecedented 11 to 1 majority--with which they approved the \$115,000,000 water bonds for the vitally needed expansion of the Hetch Hetchy water supply system. It was the largest bond program in the City's history, and its successful passage is a great tribute to Mayor Christopher's administration, to the far-sighted Public Utilities Commission, to its superb staff leader, Manager of Utilities Robert C. Kirkwood, and to General Managers James H. Turner of the Water Department and Oral L. Moore of the Hetch Hetchy Project.

In the way of personal observations, I was extremely impressed by the crime-curtailling effectiveness of the Police Department's "S" Squad operation. And I am inclined to believe that the important Retirement Board's membership should be revised to include more outside representatives in comparison to the city employee representatives, in order to assure greater equity and fairness for all.

In conclusion I want to express my most warm and sincere gratitude to the members of the 1961 Grand Jury for the marvelous manner in which they performed during the year, for their constant cooperation and for their exceptional diligence in achieving an almost 100 per cent. attendance at meetings.

Having been the Foreman of such a fine group of fellow San Franciscans is an experience I shall always cherish. I am indeed grateful to you for having provided me with this opportunity for service.

Respectfully,

DANIEL J. COLLINS,  
Foreman, Grand Jury of 1961.



-o-o-o-

C  
O  
M  
M  
I  
T  
T  
E  
E  
  
R  
E  
P  
O  
R  
T  
S  
  
A  
D  
O  
P  
T  
E  
D

-o-



## DISTRICT ATTORNEY

The duties and functions of the District Attorney encompass many more fields than the prosecution of criminal cases. It has become very obvious that with each passing year this office is involved more and more with the social and economic problems of the community through its Aid To Needy Children Division, the Reciprocal Support Division, and the Bureau of Family Relations. Each of these departments is playing an increasing role in the administration and enforcement of laws pertaining to support. The complexities of modern society have tended to enlarge the burden of the public in this regard, with the result that more emphasis is being placed upon the problems of enforcing these laws, with the ensuing saving of public funds. More time and effort are expended for this purpose, but the results definitely have proven worthwhile. We are pleased to report that each year has demonstrated an increasing saving of needless expenditures of welfare funds, and that this heavier work load has been handled without supplementing the professional staff.

Despite these other functions, the primary task still remains the prosecution of criminal cases. Even in this field we have found that due to the many changes made in criminal law, both by court decisions and legislative enactment, the problems facing the prosecutor have become increasingly challenging. Today as never before the successful prosecution of criminal cases depends upon the use of modern scientific techniques and intensive pre-trial investigation and preparation. In this regard we have noted with pleasure that there exists between the district attorney's office and the police department, as well as all other state and federal law enforcement agencies, a complete understanding and harmony. This has led to thorough preparation of the cases and their successful prosecution.

Since the report of last year's Grand Jury, the district attorney's office has moved into the new Hall of Justice. This committee, together with other members of the Grand Jury, spent considerable time inspecting the new quarters. We found that the space allocated to the District Attorney is adequate for his many purposes, and the furnishings are attractive and practical without being ostentatious. All activities of this office are now located on one floor, and this insures further efficiency in its operation. Furthermore, the convenience to the public will also be greatly enhanced.

At the time of writing this report, the three Superior Courts and a number of the Municipal Courts which try criminal cases have not as yet moved into the new Hall of Justice. When this is finally accomplished it likewise will result in a great saving of time for all persons involved in the trial of criminal cases, and will be a further step in the right direction in the never-ending search for improvement in the administration of criminal justice.

Due to the nature of its work, the Grand Jury comes into very close contact with the staff of the District Attorney. We have observed a well-administered and capably-staffed legal office in





## District Attorney (continued)

operation, and San Francisco is to be commended for having as its district attorney a man possessing the qualifications, experience, and background of Mr. Thomas C. Lynch. This office, under his capable direction, has gained a nation-wide reputation for integrity and ability.

We would like to mention that the cases that have been presented before us were handled promptly, fairly, and with due regard for the legal rights of the defendants. Up to November 1, 1961, a total of 217 indictments, involving some 342 defendants and requiring 759 witnesses, were returned. The Grand Jury refused to indict on three matters presented. Of all cases in which indictments were returned and which have been disposed of to the time of writing this report, all but three have resulted in either guilty pleas or verdicts of conviction.

In closing, the Grand Jury wishes to express its thanks and congratulations to Mr. Thomas C. Lynch, and to his Chief Assistant District Attorney, Mr. Francis W. Mayer, for their interesting and understanding presentation of matters before us, and for their guidance in the various legal problems which confronted us during our term.

## PUBLIC DEFENDER

Now that the Public Defender has moved his offices to the new Hall of Justice, for the first time the working facilities are competible to the work load being handled by that office. Heretofore the quarters have not been adequate or conducive to efficient work by the personnel. The Public Defender is to be commended for the manner in which he assisted in the planning of his new accommodations, in conjunction with the city architect. The office is set up for efficient operation in the handling of the work.

Last year the public defender's office represented 7,199 persons as against 5,493 the preceding year - an increase of approximately 31%. The main increase was primarily defendants in the misdemeanor field. In 1960-61 the deputies made 17,599 appearances in court as against 13,858 in 1959-60 - an increase of 27%. It is also interesting to note that in the cases handled by the public defender's office they are being called upon more and more to represent defendants with prior convictions.

The period of time within which felony cases were disposed of was again less than shown in previous years. A comparison is shown below:

	<u>1957-58</u>	<u>1958-59</u>	<u>1959-60</u>	<u>1960-61</u>
30 days or less	25%	43%	45%	51.6%
31 to 60 days	42%	35%	33%	34%
61 to 90 days	20%	14%	15%	10%
over 90 days	13%	8%	7%	4.4%



Public Defender (continued)

These statistics are based on the time from his arraignment until the defendant is actually sentenced and all motions for new trials and appeals are finally disposed of. They also take into consideration the time after trial and before sentence in waiting for reports on motions for probation or pre-sentence reports. This period is approximately 3 weeks.

There were considerably more actual court trial days by the deputies during the last fiscal year than in any prior fiscal year.

With the opening of the new criminal courts in the new Hall of Justice it will not be possible for the Public Defender, with his present staff, to handle the criminal courts in the misdemeanor field, where the caseload has increased considerably over the last few years. The office represented 3,025 defendants in 1958, and 4,166 during last fiscal year. One deputy must be in each of the criminal courts at all times in order to aid in the expedition of the calendar and to handle the numerous cases in which they are called upon to represent the defendant. This cannot be done with the present staff, as in the past they have been called upon to serve but three municipal courts and the jury court, whereas in the new Hall of Justice they must service four municipal criminal courts, a traffic court, and also the jury calendar.

The new Juvenile Court law also presents a problem for the public defender's office in that they are now being called upon to appear on behalf of juveniles in the Juvenile Court whereas heretofore they only represented adults who were alleged to be involved in crimes with juveniles. In the past the deputy handling the Juvenile Court has been available from time to time to assist in carrying the caseload at the Hall of Justice, but now his time is fully occupied at the Juvenile Court, and there is a possibility that additional help will also be needed there.

Another matter having to do with the personnel in the office of the Public Defender is the lack of sufficient investigators. In order to more equitably and efficiently handle the defense of major criminal cases, as well as many misdemeanor cases, there should be more investigations. At least two additional investigators are needed. Experience has proven that the services of an investigator ultimately results in more equitable justice, as well as expediting the calendars.

The confidential secretary, approved by the voters in 1957, is in complete charge of the office, and many administrative functions previously required of the Public Defender are now handled by this employee; these include budget matters, and assignment of work to the other secretarial staff and to the deputies. The Public Defender can now concentrate on the major administrative duties and responsibilities and following through on the important cases that come into his office. He has more time to work with the deputies on their assignments and also to appear in court when necessary.



Public Defender (continued)

Your committee feels that the Public Defender, Mr. Edward T. Mancuso, and all the members of his staff are to be commended for their sincere efforts and ability in representing indigent defendants in criminal actions. The members of the staff have been complimented from time to time by the judges in the criminal divisions of both the superior and municipal courts, who have remarked that the presence of the public defender, who is available at all times for the representation of indigent defendants in criminal cases considerably aids in expediting the calendar and in seeing that everyone is afforded equal protection under the law.

It is the opinion of this committee that Mr. Mancuso and his staff have earned the appreciation and approbation of the citizens of our community both for the efficiency of the office and its accomplishments during the previous year; and especially in view of the fact that the cost to the taxpayers for this all-important representation of those financially unable to employ private counsel is approximately only \$21.15 per defendant.

GASTON I. GOETTING, Chairman

BURL A. TOLER

CHARLES J. FOEHN.



## PUBLIC POUND

Throughout the year there has been considerable interest manifested in the operation of the City Pound, both in the press and by specific inquiries addressed to the Grand Jury.

On April 10 an ad hoc committee was appointed to look into the operation of the Pound. This was deemed desirable, as preliminary investigation disclosed that (1) no grand jury had ever been assigned this task; (2) more than \$100,000 a year in dog license funds is being spent for operations; (3) no city official or department actively followed or controlled Pound expenditures; and (4) the annual budget apparently has been perfunctorily approved each year by the board of supervisors.

Prior to 1900 the operation of the City Pound was delegated to the S.P.C.A. (Society for the Prevention of Cruelty to Animals), and this situation has continued throughout the years.

Our committee has made several visits to the Pound and has had discussions with the secretary-manager of the S.P.C.A. Generally speaking, we were favorably impressed with the facilities and method of operation. We definitely would not favor the City taking over this activity. We feel that the S.P.C.A., with its keen interest in animal care and protection, is still the most logical body to operate the Pound.

In mid-1961 the board of supervisors passed a very controversial "Leash Law" and turned over its enforcement to the Pound, but with no specific directive as to funds or methods for such enforcement. This law is still too new for this committee to properly evaluate the problems created by this legislation. To date, complaints have increased considerably, and greater time and effort have been put forth by the responsible authorities in an attempt to enforce the ordinance.

As a result of our study we make the following recommendations:

1. In the public interest it might be desirable for succeeding grand juries to have a standing committee on the Public Pound, to follow this operation as it develops;
2. The Pound (operated by the S.P.C.A.) should report administratively to some city department or official, so that proper control may be exercised over expenditures, etc.;
3. In principle, the present practice of using no ad valorem taxes for operation of the Pound should be continued. If experience shows that dog license fees at the present rate are not adequate, these should be increased rather than financing deficits from the general fund of the City and County. In our opinion pet ownership is a field of special interest, the supervision and control of which should not be a burden on the general taxpayer.

We hope our brief study may prove helpful in attempting to improve a difficult situation.

GEORGE LOEHRSEN, Chairman  
MRS. INA LERER  
GASTON I. GOETTING





## DEPARTMENT OF ELECTRICITY

During its tenure in office this Committee of the 1961 Grand Jury visited the offices and shops of the Department of Electricity and discussed with the Chief of Department, Mr. Donald O. Townsend, various problems confronting the department. We found that this vitally important arm of our city government, despite certain personnel shortages, its varied and widely separated activities, which result in an inordinate amount of travel, and, in some respects, out-moded equipment and properties, functions well and efficiently, and that its affairs are ably administered by a most competent head.

The Department of Electricity is responsible for the construction, maintenance and repair of equipment in the Central Fire Alarm Station on Turk Street and circuits to fire alarms at 48 fire houses; emergency telephone, teletype and call box systems of the Police Department; radio communications network; traffic signals; parking meters, and the Civil Defense warning system.

The present facilities of the Department are spread over a wide area of the city, occupying both city-owned and leased property. The two-story brick building situated at 264 Golden Gate Avenue on city-owned land was built in 1915 and houses the shops. It has been condemned as structurally unsound and as a fire hazard by several agencies. It is at this location that parking meters, fire alarm boxes and other equipment are repaired and painted. The machining of certain castings is also performed here and we found that the employees accomplish an excellent and necessary service to the community.

At the rear of the Golden Gate Avenue shops is a parking area which accommodates only a small number of the motor vehicles assigned to the Department. There is also a row of sheds used for spray painting and other purposes, including that of clothes changing by employees going to and returning from their outdoor assignments. This portion of the shed area is not properly heated and is certainly not adequate for the needs of the men, especially during periods of inclement weather. We strongly urge that its use for this purpose be discontinued.

The administrative offices, located next door to the shops at 276 Golden Gate Avenue, and the radio repair shop in a garage building at 1745 California Street, are rented or leased by the city at an annual cost of \$8,400. It is our contention with respect to these two facilities that the city should be its own landlord. A storage and assembly unit is located in an abandoned fire house situated at 315 Duncan Street in the Mission District and declared as surplus to the needs of the Fire Department. This property should be sold and returned to the tax rolls.

We reviewed with Mr. Townsend, who, by ordinance, is the Chief of the vitally important Communications Division of the San Francisco Disaster Council and Corps, the necessity for new, modern and adequate quarters to house all of the Department's widespread



Department of Electricity (continued)

activities. Funds for the construction of a new building, now estimated to cost approximately \$1,600,000, will again be requested in the 1962-63 budget of the Department of Public Works, just as they have been ever since 1953. Present plans, which have universal approval, call for the erection of a structure on city-owned land at Jerrold Avenue and Quint Street. This property measures approximately 55,000 square feet, and the excess area not occupied by the building would be used as a parking space for all of the vehicles now utilized in equipment maintenance.

Approval of this budget item would enable the Department to consolidate its facilities under one roof. This would eliminate a great amount of unnecessary, non-productive and costly travel time and would release for sale to private enterprise and return to the tax rolls the property now occupied by the shops, sheds and parking areas on Golden Gate Avenue. This course of action is strongly urged by this Committee. It is estimated the property would net the city between \$100,000 and \$120,000 if sold on the open market.

Because of the rapid expansion of the public safety communications system and the increasing demands for installation and service being placed on it by other municipal agencies, the Chief of the Department requests the following increases in his staff: one clerk-typist to assist the Radio Engineer, thereby releasing him from the clerical duties he now performs and enabling him to devote his talents to more important endeavors; two equipment painters, and one communications technician. This Committee is in full accord with the views of Mr. Townsend, and recommends that these four new positions be allowed.

This Committee is unanimous in its condemnation of certain conditions prevailing at the Golden Gate Avenue shops. These include continued use of the outmoded hydraulic elevator, which, on the occasion of one of its inspection tours, failed to transport the members of the group to the second floor of the building. Its use for the transportation of persons and equipment would not stand up under the critical appraisal of a safety engineer. Workmen returning from their tasks during the winter months deserve far better in the way of locker and clothes-changing space than they now must use for these purposes in the inadequately heated sheds. We do not believe the present lavatory meets even minimum health standards. We do insist that only through construction of a new headquarters will these and other unsatisfactory conditions be corrected.

The Committee on the Department of Electricity of the 1961 Grand Jury is enthusiastic in its commendation of Mr. Townsend and his staff for their dedication to the performance of the many duties assigned throughout the year, often under adverse conditions, and express to the Chief our sincere appreciation for his courtesies.

LOYAL H. GILMOUR, Chairman

FRANK R. GEIS

CHARLES H. McDONAGH, JR.



## SUPERIOR COURT

The traditionally excellent operation of the Superior Court continued during 1961 under the capable guidance of Honorable Herman A. van der Zee, Presiding Judge.

The entire Grand Jury had the rare privilege during the year of visiting practically all the superior court judges in their courtrooms at noon on Thursdays, and having the judges explain the functioning of their particular departments. The Grand Jurors were greatly impressed with the knowledge and diligence of the judges and gained a healthy respect for the workings of such departments as the Pre-trial, Probate, and Domestic Relations, as well as the regular trial courts.

Actions for civil damages continue to clog up the calendar, despite the skillful handling of the pre-trial calendar by the Honorable Preston Devine who, until his elevation to the state District Court of Appeal in October, served this Court with such distinction.

It has been twelve years since there has been any increase in the number of superior court judges for the City and County of San Francisco. It is recommended that the Courts Committee of the 1962 Grand Jury study the advisability of recommending to the 1963 session of the State Legislature the creation of one or more additional judgeships for this City and County.

Every large city, and most counties, of the nation have a separate courthouse for the administration of justice. Our City Hall, in which are located all the civil departments of the courts, was designed to serve as an administration building, and the courtrooms were an afterthought, as is evidenced by their inadequacy. This Committee recommends, and the Grand Jury concurs, that another proposition for the erection of a new Courts Building be placed on the ballot for the June, 1962, election. The new Hall of Justice is not the answer to this problem.

It is further recommended that steps be taken to amend the State Constitution to provide for the passage of bond issues by a simple majority, instead of requiring the unreasonable two-thirds vote as at present. Many deserving bond issues have been defeated because of this requirement, despite an overwhelming "Yes" vote for the measures. A notable example is the Welfare Building bonds at the recent election, which received 125,094 Yes votes as against 72,426 No. Clearly the people wanted this measure to pass, but the necessary two-thirds vote was too difficult to obtain without a costly campaign.

We wish to make special mention of the valuable services of Mrs. Mary K. Maloney, the Domestic Relations Commissioner, and her small staff of investigators, whose patient and conscientious work is very instrumental in averting the breakup of many homes.





## Superior Court (continued)

The Secretary-Jury Commissioner of the Superior Court, Mr. Joseph M. Cummins, heads a staff of efficient employees, and by his capable and just administration has kept the day-to-day operation of our Superior Court on a smooth path.

And finally we wish to express our grateful appreciation for the fine services of Ralph Sheehan, who serves as grand jury statistician and advisor. His kindly and invaluable counsel has guided the Grand Jury in technical matters each week, and his gracious attention to all of our problems has earned him the affection of every member of the Grand Jury.

## MUNICIPAL COURT

This has been an eventful year for the Municipal Court, which has functioned well under the capable direction and supervision of the Honorable John W. Bussey, Presiding Judge.

All divisions of the court have shown an increase in activity during the fiscal year 1960-61. Briefly, fees, fines and forfeitures amounted to \$3,736,947, compared with \$3,496,882 for the previous fiscal period. These monies go into the General Fund of the City and County. In addition, added fines and penalties collected in court for the State of California totaled \$155,589. Trust funds deposited with the Clerk during the fiscal year for subsequent disbursement by the Court amounted to \$1,984,646. All these figures are audited monthly and are reconciled with the Controller's Records of Deposits in the Treasury, and indicate that this Court is indeed "big business."

At the last session of the State Legislature the jurisdiction of the municipal court was increased from \$3,000, generally, to \$5,000, and small claims actions from \$150 to \$200. In recognition of the growing importance of the municipal court and as a result of this increased work load, the Legislature granted three additional judgeships to this Court, effective March 15, 1962. This bill was approved and recommended by this Grand Jury.

The entire Traffic Bureau of the Court, consisting of some sixty employees, was moved to the new Hall of Justice on October 12, 1961, and traffic cases are now being heard in two courts at that location. All criminal departments of the Court will be moved to the new quarters upon completion of the City Prison and County Jail facilities early in 1962. It is also planned that the jury commissioner and his staff will be moved to the new building at that time.

One of the major changes in the Municipal Court this year was the retirement of Ivan L. Slavich, Clerk and Secretary to the Judges, on October 31st. Mr. Slavich rendered forty-one years of faithful and devoted service to the City and County of San Francisco, the past nineteen years as Clerk of the Municipal Court. Under his skillful direction the work of the court flowed smoothly and efficiently, and his fine staff of 117 employees reflects the integrity and devotion of Mr. Slavich.





Municipal Court (continued)

The new Clerk and Secretary is Mr. James M. Cannon, for the past twelve years Chief of the Traffic Division. His total years of service to the City is twenty-eight. Mr. Cannon brings to his new office these years of experience and knowledge of the workings of the Court, and in addition he has the good will of his entire staff, who know and appreciate him for his worth. This Committee, and the Grand Jury, wish him every success and happiness. It is interesting to note that both Ivan Slavich and James Cannon came up through the ranks of civil service. Their appointment by the judges has resulted in a number of the Court's attaches receiving well-deserved promotions, and this in turn has redounded to the benefit of the public through the efficient operation of this vitally important part of our local government.

HAROLD A. BERLINER, Chairman

FRANK R. GEIS

RICHARD ARNSTEIN

MRS. INA LERER



## REDEVELOPMENT AGENCY

This Committee would like to thank the members of the Redevelopment Agency, Mr. M. Justin Herman, Executive Director, and his staff, for their extremely gracious and efficient cooperation.

It is our opinion that this agency in its transfiguration of the face of San Francisco is proceeding most effectively and efficiently.

While its progress in the Western Addition and Golden Gateway may to some seem slow, this appears to us to be beyond their control, as well as due to the Agency's sensitivity to the individual. We particularly commend their initiative in the overall esthetic and progressive planning of redevelopment areas. This will result in increased values in many ways to San Francisco for many years to come.

Throughout the year various members of this Committee have attended Agency meetings. They have also conferred from time to time with Executive Director Herman and Chairman Everett Griffin.

On May 9th the auction of 23 single detached lots in Diamond Heights was observed. We were very much impressed with the dispatch and efficiency of the Agency auctioneers. The net result was that almost 50 per cent. more than anticipated was realized in these sales, and, what is more noteworthy, the buyers of the property seemed extremely well satisfied in their purchases. The local press and television covered this event in a very constructive way. This was also true in the Red Rock Hill sales of October 24. We are pleased to report that due to recent changes in federal directives, moderate cost housing can be, and is being, considered in the Diamond Heights project.

### Committee's Comments and Summary:

1. We applaud the increased cooperation with the Federal Housing Authority. We hope this continues to grow and is made a more permanent feature by interrelating members of the Agency with the Housing commissioners. At present this cooperation is due solely to the good judgment of the members of the Agency and its executive director, with similar acumen on the part of the Housing Authority commissioner and its director.
2. In the matter of fall-out shelters in Redevelopment areas, it is our opinion that even though federal, state and city governments suggest that citizens build their own shelters, this is certainly one field in which government leadership, financing and direction is necessary. At this writing nothing has been done in the way of planning for such shelters in these new development areas.
3. San Francisco is fortunate to have such an important agency under such energetically progressive direction that combines efficiency with overall farseeing regard for esthetic values. It is hoped these talents will be used to even greater advantage.

RICHARD ARNSTEIN, Chairman  
LOYAL H. GILMOUR  
GEORGE LOEHRSEN  
TOBY MAGNER



## CALIFORNIA PALACE OF THE LEGION OF HONOR

High on the hills of Lincoln Park, overlooking the Golden Gate, stands one of the most breath-taking buildings this committee has ever seen - the California Palace of the Legion of Honor. The winding road brings you to a magnificent edifice serving the cultural life of San Francisco. In 1924 Mr. and Mrs. Adolph B. Spreckels presented to the City of San Francisco this beautiful building to be used as a museum of painting and sculpture, as a memorial to the California members of the armed forces who fell in World War I. The museum contains 20 galleries and 2 garden courts, a fully equipped Little Theatre seating 345 persons, administration offices, and now, through the generosity of the late John D. Spreckels, a pipe organ which makes possible the presentation of a regular weekly musical program.

This committee visited the Palace of the Legion of Honor and reviewed the work of the past years. We were most impressed with the well-kept grounds and peaceful atmosphere. The beautiful paintings and sculpture that adorn the walls and hallways contribute in large measure to help mark San Francisco a true Patron of the Arts. The Palace of the Legion of Honor offers free admission to the public daily from 10:00 A.M. to 5:00 P.M. and on holidays from 1:00 P.M. to 5:00 P.M. During these hours the public may view many of the works of artists of world renown. The museum's collection is one of which the people of San Francisco may well be proud. It includes sculpture by Rodin, the gift of Mrs. Spreckels; the Mildred Anna Williams collection of European and American paintings presented by the late Mr. and Mrs. Henry K. S. Williams, together with an endowment fund to provide for the growth of the collection; the Collis Potter Huntington Memorial Collection of 18th century French paintings, sculpture, tapestries, furniture and porcelain; the Albert Campbell Hopper Huntington Memorial collection of Dutch and English paintings and decorative arts. The Jacob Stern collection, comprising 18th and 19th century European and American paintings, is on indefinite loan to the museum. Among the painters represented in the permanent collection are: Fra Bartolomeo, Boltraffio, Guardi, Longhi, Moroni, Tintoretto and Veronese; Carreno, El Greco and Murillo, Berchem, Berekhyde, Van Dyke, Fyt, Hobbema, Raeburn, Copley, Lawrence and many others.

Three well-known monumental sculptures stand at the entrance to the museum: Rodin's "Thinker," the gift of Mr. Adolph B. Spreckels; Anna Hywatt Huntington's "Jeanne d'Arc" and "El Cid," presented by Archer M. Huntington and Herbert Fleischacker, respectively.

The museum also offers, free to the public, an Educational Department where information concerning painting classes may be obtained. Clubs, schools or social groups may arrange for privately conducted tours of the museum's permanent collections and special exhibitions. The facilities of the Art Library are available Monday through Friday by appointment. Organ recitals are held each weekend free of charge. The museum also offers a handbook of the collections, a monthly bulletin, programs of events (monthly), catalogues of recent exhibitions. Museum publications, postcards and reproductions are for sale at the desk in the entrance lobby.



California Palace of the Legion of Honor (continued)

During the latter part of October, 1955, a group of some two dozen public-spirited men and women banded together to form an organization which would serve to bring the California Palace of the Legion of Honor more closely in touch with the community in which it has for more than thirty years been a distinguished mecca for those interested in art and music. Thus it was not surprising to find that the museum's Auxiliary, called "Patrons of Art and Music," now numbers over twelve hundred members.

The California Palace of the Legion of Honor was formally opened on November 11, 1924. The building was constructed with the finest materials and methods known. This committee recommends that the structure be kept up to date at all times. New methods of lighting galleries have been developed through the years, and we believe they should be installed where present lighting panels are obsolete and inadequate for present facilities. Funds should always be made available to carry on necessary repairs throughout the years. These cannot always be anticipated. Repairing heating systems by overhauling steam traps and safety valves and keeping all boilers in first-class condition are most important. Each year as additional art objects are received through acquisition, deed of gift, donation or bequest, the original storage facilities have become congested to the point where these valuable possessions can no longer be properly safeguarded. Therefore additional space must be provided to meet immediate and future needs. The possibility of providing underground storage area is now being surveyed by architects. This type of construction would be most economical and would not in any way be detrimental to the design of the building.

The volume of attendance by the public certainly justifies keeping the California Palace of the Legion of Honor in first-class condition. Statistics for the period January to July, 1961, show in excess of 300,000 visitors.

This committee wishes to thank Mr. Thomas Carr Howe, Jr., the Director, and Capt. Myron E. Thomas, Secretary, for their courtesy during our visit.

FRANCIS C. MIRALDA, Chairman

RICHARD ARNSTEIN

MRS. NATALIE CARROLL





## CIVIL SERVICE

The principal responsibility of the Civil Service Department is to supply the personnel necessary for the efficient operation of all departments of the government of the City and County of San Francisco.

In 1856 the officials of San Francisco, under the Vigilance Committee, helped bring about the passage of what was known as the Consolidation Act. The object of the Act was to eliminate unnecessary spending in city government, and to curtail the "spoils" system out of which came payroll padding, contract graft and bribery.

In May, 1898, a new city charter was adopted. Among many other improvements it brought about a civil service system of open, competitive examinations as the basis for selection of employees, a limitation of the powers of political office holders to remove or dismiss employees, and the elimination of the practice of assessments on incumbents for political funds. In 1931 the present charter was adopted. It extended civil service to virtually all city jobs, exempting only a small number of specified positions. It also centralized wage and salary administration by making mandatory upon the board of supervisors the standardization of compensation. The result was that city department heads could no longer authorize whatever salaries they wished for the various positions in their departments. Under this centralized standardization, positions with like work would receive like pay, regardless of which department was involved.

Under the 1931 charter the city established the present system which provides for a three-member commission, independent of any other city department, to administer civil service; selection of employees by open examination; a probationary period before permanent appointment to position; and prohibition of political activity.

The Civil Service Commission's three members are appointed by the Mayor for six-year terms, with one of the terms expiring every two years. This commission is responsible for providing qualified persons for city service, based on merit and fitness. The commission is the city's employment and personnel department, and it adopts rules and regulations to govern applications, examinations, lists of eligibles, transfers, promotions, resignations, reductions in force, the filling of positions, and similar matters. The commission appoints a general manager who acts as executive officer of the department. He holds office at the pleasure of the commission and supervises the activities of a staff of 56 employees engaged in classification of positions and salary administration, recruitment and examinations, and other in-service activities.

The main purpose of the Civil Service Department is to supply all departments of the city with efficient help of the highest standard, in the most economical manner, to carry on the business of the city. We believe the present operation is a strong, well-planned and well-supervised component of our city government, and with such a strong foundation greater growth and greater efficiency is always possible.



## Civil Service (continued)

A satisfied, equitably paid employee, with avenues for advancement and retirement, and with rewards for work well done, means a better, more efficient, more productive worker. This in turn brings greater economy and better service to the citizens of San Francisco.

High employee morale cannot be measured in dollars and cents but by creating a spirit of cooperation any industry can save substantial sums in greater efficiency and work production.

As time passes and people change, ideas change. As has been said, the only permanent thing is Change itself. After speaking directly with various persons in the service of the City and County, and not necessarily only with those directly connected with administration but also with those of the rank and file, this committee makes the following suggestions and recommendations.

Practically all those with whom we talked were strongly in favor of the present method of operating under a civil service commission of three members and a general manager supervising the activities of a staff engaged in classification and salary administration, recruitment and examination, but without extending its jurisdiction into what might be termed "employee relations." This facet of personnel management more properly would be the function of a separate department which would maintain contact with city employees to determine status of morale, etc. If such a department were established, civil service employees would be afforded a strictly neutral place in which to discuss their problems, personal or job-connected - a department which would be able to give proper pre-retirement advice, hear grievances, and also provide an opportunity for the employee to hear management's viewpoint of any problem that may be at hand.

A more attractive location should possibly be found for the Offices of the Civil Service Department. With private industry, federal and state governments striving for the best in the labor market, the city's civil service office finds itself in a highly competitive field. San Francisco wants and demands the best in employees, so we would be willing to make the quarters occupied by its personnel recruitment division attractive to people contemplating entering the employ of our city government. Attractive, well-kept offices and interviewing and examination rooms are of immeasurable value.

Contrary to conditions existing a few years ago, there is now a decided dearth of applicants for civil service positions; in fact, in certain classifications it is almost impossible to interest anyone. Present methods of publicizing scheduled examinations are obviously not adequate. The city's method of announcing examinations is to post the announcement in public buildings, and to circularize various organizations that might be in a position to have, or who might know of, potential applicants. We suggest also contacting our schools and nearby universities, possibly fraternal organizations, and even trade unions. If personnel were available, direct contact could be made with graduating classes of universities and high schools, calling attention to the advantages of a civil service career. If more funds were made available more newspaper advertising could be utilized.



## Civil Service (continued)

Restrictions on eligibility to take examinations might again be reviewed. The objective of the civil service department is getting the best qualified persons in the right jobs as quickly as possible, giving every citizen an equal opportunity for city work, while at the same time maintaining high standards of examination. However, relying solely upon the results of written examinations does not always bring the best qualified man to the job. One cannot measure initiative, enthusiasm, and ability to get along with fellow workers merely by written examinations. Providing for oral examinations in certain classifications as part of the qualifying procedure has been an important advance. This committee feels that the Civil Service Commission and the general manager should be given greater latitude in this respect so that whenever the occasion should arise they would be able to take into consideration what might be regarded as the "unusual." We cite a specific case: An appointment was made to fill a certain position on a temporary basis until a competitive examination could be held. The incumbent successfully passed the examination and was about to be certified permanent to the position. It was then discovered that he did not have a high school diploma, and for this reason the certification was cancelled and he was dropped from the list of eligibles. The man knew the work, had filled the position satisfactorily for over six months and had passed the civil service examination, but was declared to be ineligible to hold the position because of what could appear to amount to a mere technicality - lack of a high school diploma.

We believe greater flexibility in interpreting and applying the rules may ultimately result in greater efficiencies, and would tend to make it possible to fill vacancies more quickly. Many department heads feel that the civil service process is too slow, with the result that a replacement for a position, even though the vacancy is foreseen, is not available when needed. A purely routine requisition takes approximately two weeks to fill, and if any particular problem exists the time could be lengthened to months.

The Civil Service Department should be in a position to carry complete personal records on all civil service employees, as is done in private industry almost universally. These records would show more than merely classification, compensation, time of employment and years of service, but would also show any special abilities the employee might possess, such as languages spoken, special training received, educational background, academic achievements, athletic ability, and aptitude for any work in classifications other than the employee's present one. With this information readily available it might be possible to fill vacancies more rapidly. Also, in some instances a better estimate by department heads of the specific number of employees that will be needed for the particular work or assignment would be helpful.

To overcome the delays which a formal system of recruitment requires, several degrees of civil service status are being used. These range from non-civil service appointments, which do not require civil service approval, to limited tenure, which requires a simpler civil service examination but does not result in permanent status. Substitutes are being used quite frequently today to fill positions in our civic government.





## Civil Service (continued)

Once an employee receives a permanent certification, to further himself he is subject to promotional examination. An individual who has worked for, and, in some cases, waited years for, promotion to a managerial job for which his duties put him in line, would have to pass the examination with the highest score in order to be appointed. If he does not he may then be in the position of having to train his new boss. This type of situation is disheartening, and, in some instances, grossly unfair to the employee. Most important, he may actually be better qualified for the position than the one who receives the appointment.

Under the civil service laws, certain positions are expressly exempt from the jurisdiction of this agency, so that examinations for such positions are not required. These deal mainly with professional or confidential positions. This, in our opinion, is proper, as the appointees invariably prove to be valuable workers. We are also of the opinion that each executive position should carry the responsibility of training an understudy for the position. This, we feel, would minimize the necessity of going outside San Francisco in order to fill top positions because no San Francisco resident is considered to have the proper qualifications for the position. We feel that if each department head would assume the responsibility of acquainting three or four of his staff with his duties and train them in this capacity, San Francisco would have, upon the executive's retirement, a number of persons available from which to choose a successor.

If we are to attract people to civil service careers, not only do we need attractive programs for advancement, but mainly, and in fact, paramount, is the necessity for good salaries. Take-home pay, after all, what makes people interested in work. Retirement, fringe benefits, job security, are all important, but take-home pay is the most important. During our discussions on wages and salaries none was openly admitted they were overpaid, but neither did they complain of underpayment.

The question and methods of establishing rates of pay for each job class are always subject to criticism. Since most standards of remuneration are based on comparison with like work in other large cities and industries, the question could arise whether proper job classification comparisons were made, the belief that data was available in certain jurisdictions but was not considered by the staff, those gathering the data being told only of the facts detrimental to the employee. In some instances employees felt they were not being compensated for additional work they were performing. Job classification and compensation go hand in hand, so it is most important that the position be properly classified so that the employee will be properly compensated. Generally speaking, this committee found most civil service employees are satisfied with their compensation.

The one-year residence requirement is being reviewed, and rightly so. The thought prompting the one-year residence requirement is strictly economic. If a person works for the City and County of San Francisco he must live in, and consequently spend most of his earnings in, San Francisco. It is felt that as soon as a person starts to live in San Francisco he or she immediately begins contributing to the city's economy. This committee feels that each classification





## Civil Service (continued)

ould be reviewed separately, and where possible the one-year residency requirement should be eliminated. This rule, unless specifically waived by the board of supervisors restricts recruitment efforts at universities where the most likely candidates for professional positions are to be found. It also precludes the hiring of capable, newly-arrived San Franciscans.

As ever increasing demands are made on civil service, this committee is of the opinion that a leveling-off period is not too far distant. Nowhere in the Jacobs Report or the Blyth-Zellerbach Report were we able to find any mention of the possibility of "farming out" service work. Services performed by such classifications as C-52 Elevator Operator, C-106 School Janitor, I-116 Orderly, may one day be contracted for with a commercial firm, thus reducing the unit cost to the city for such services.

In conclusion, this committee is fully aware that the problems discussed herein are not new to the Civil Service Commission nor to General Manager George Grubb. Many were treated in the Jacobs Report and the Blyth-Zellerbach Report.

This Committee on Civil Service of the 1961 Grand Jury of the City and County of San Francisco is confident that given the proper means and flexibility of operation to meet the changing times, San Francisco will continue to have a fine civil service agency to provide the City and County with competent help for the efficient operation, in the most economical manner, to carry on the business of our city.

Our personal thanks to Mr. George Grubb for the courtesies extended to us during the year.

FRANCIS C. MIRALDA, Chairman

RICHARD ARNSTEIN

MRS. NATALIE CARROLL



## DEPARTMENT OF PUBLIC HEALTH

This committee is aware that the San Francisco Department of Public Health, under the capable direction of Dr. Ellis D. Sox, has a large and important job to do, and for the most part is doing it very well. Its programs of Housing and Food Inspection, Public Health Nursing, Tuberculosis Control, Venereal Disease Control, Milk and Dairy Inspection, Plumbing Inspection, and Health Education are efficiently conducted and contribute in very large measure toward making our city a safer and healthier place in which to live. However, we agree with previous grand juries that more could be done to improve our San Francisco General Hospital and the Emergency Hospital system.

### San Francisco General Hospital

San Francisco General Hospital has a present capacity of about 900 beds, and provides good medical and surgical care for the indigent sick. There was much overcrowding in the Hospital earlier in the year but this has been somewhat alleviated by transferring 14 patients to Laguna Honda Home, where 3 additional hospital wards were opened this year.

Presently there are 2 wards undergoing reconditioning and remodeling at San Francisco General Hospital. It has taken an unusual length of time to perform this work, which still has not been completed. This state of affairs has continued to aggravate the still overcrowded conditions. Immediate steps should be taken to complete this work and relieve this situation.

A special ward, No. 45, with a 25-bed capacity is maintained at the Hospital for handling compensation cases involving city employees. The charge for these patients is agreed upon by the Retirement Board and the Hospital at a fixed daily rate. The Blyth-Zellerbach Committee has reported that the average number of patients in this ward is 12. At the time of our inspection there were only 8 beds occupied, while in other sections of the Hospital patients were occupying beds in hallways, and even in the Emergency Rooms. This is a most undesirable condition, to say the least, and it could be the cause of much chaos and confusion in an emergency. The Hospital has reserved the right to make use of the empty beds in Ward 45, but in practice this unit is not utilized to the utmost. Ward 45 has become a traditional exclusive ward, only partially full, while other sections of the Hospital are hopelessly overcrowded.

This committee recommends that this situation be changed, and agrees with the Blyth-Zellerbach Report in its suggestions that the Hospital adopt one of the following:

- "1. Establish a special ward for compensation cases with sufficient capacity for the average number of patients and contract elsewhere for any excess cases. This would release beds and space needed for the hospital; or



"2. If warranted from a City expense standpoint, reserve full use of the ward to Retirement Board, with provision for payment of unused beds; or

"3. Retirement Board to make arrangements in some other hospital for handling of compensation cases."

The overcrowding in the Hospital could be further reduced if it were not compelled to care for chronically ill and extremely aged patients who really need custodial care. This service can be provided competently and with less cost at Laguna Honda Home, where inmates are well cared for in an efficient and cheerful atmosphere more fitting to their needs. We recommend strongly that space be provided to house these aged people, who need our care in their latter stage of life. This would be less costly to the taxpayers, and better for these particular patients, and would permit San Francisco General Hospital to be devoted entirely to the purpose for which it was intended - that of a hospital for the acutely ill.

At the moment of writing this report, San Francisco General Hospital is an accredited hospital. As such it is most fortunate to have the University of California Medical School's outstanding staff to provide services of the highest order for our indigent ill. However, as stated below, we stand in grave danger of losing this accreditation, and with it a most unfortunate withdrawal of the services of the University of California Medical School. The loss to San Francisco would be very great, both from a monetary standpoint and, more important, in the quality of professional medical services to the patients of this hospital.

#### Medical Records

The Joint Commission on Accreditation of Hospitals visited San Francisco General Hospital in March of 1961, and found, as it had found on previous visits, that the medical records were not kept up to date. In addition to a 2000-hour backlog of unfiled and uninspected medical records, there is a backlog of 4000 hours of indexing and coding of records - a total 6000 hours backlog.

Medical records are a vital part of any modern hospital system. To quote from the Blyth-Zellerbach Report, "they should be immediately available to meet future emergency and treatment requirements of discharged patients; protect the reputation of the staff; provide pertinent reliable medical histories for instruction, training and research."

The Joint Commission on Accreditation considers the completeness of medical records to be a major requirement for accreditation. San Francisco is the only major hospital in the Bay Area which does not meet the standards required for completeness of these records. Unless this work is brought up to date by the next visit of the Commission, which will be in the spring of 1962, San Francisco General Hospital will lose its accreditation. The administrative and medical staff heads are aware of this and have attempted to correct the situation. The Administrator of Hospitals, in his first year in San Francisco, has done much to improve this department. However, if this



## Health Department (continued)

monumental task is to be completed in time, obviously more help and equipment will be needed. A supplemental appropriation of about \$172,000 has been requested. The progress of this request has been disappointingly slow, especially in view of the urgency of the matter. The Medical Records Department has been understaffed, and the number of employees in this division must be raised to a point where they will be able to comply with the requirements of the Joint Commission and generally compare favorably with the standards of record keeping in other hospitals.

We feel very strongly that this supplemental appropriation should be granted without delay. In the interests of all the citizens of San Francisco, and not only those of the indigent sick, everyone in city government who is in any way connected with the operation of the Hospital should do their best so that this important work can be completed.

### Admissions

There is room for improvement in this department. Applicants still must wait long periods of time before they can be interviewed and processed. Since most of these people are not well when they apply for admission, this waiting seems heartless and it prolongs their anxiety. This committee would suggest that more personnel and better business methods be utilized in processing these patients.

### Billing and Collections

In the last eight years the load on this division has increased over 500%, while the work force has increased a mere 40%. We also believe the present space occupied by this division is entirely inadequate and should be extended. This division is responsible for the collection of well over a million dollars in 1959-60, and increased space and personnel should be provided in order to assure proper operation.

We believe patients should pay for medical services according to their ability to do so. However, we do not think that placing a first lien against a patient's real property is equitable. Patients of comparable financial ability should be treated equally. It is discriminatory to proceed against a patient who owns his home and not against the patient who rents. A more equitable basis should be established in determining methods of collection of obligations owed to the Hospital. The present method of liens imposes a penalty on the home owner, who may have only a small equity in his house, and the fear of a lien on his property could discourage him from seeking needed medical or psychiatric help from the Hospital.

### Maintenance

The buildings occupied by the Hospital are old, and the funds allowed in the budget for maintenance should be maintained at the present level and increased when the need arises. Deferring of maintenance from year to year is false economy, to say the least.





## Health Department (continued)

### Psychiatric Unit

The dedicated and willing staff of this department is greatly handicapped by the overcrowding of the facilities available to them.

This section of the Hospital handles many psychiatric activities, including in-patient clinic, occupational therapy, and social service. The very nature of these illnesses and requests for help requires early attention, particularly in the observation and detention wards, which are far too overcrowded.

The intake in this department is about 500 per month. Of this number approximately 33% are alcoholics. The out-patient clinic handles about 600 visits a month. The practice has been to move as many patients as possible to the out-patient department. The fact that there are so many alcoholic cases makes this work more difficult.

Since overcrowding is so acute, we agree with the Blyth-Wellenbach Report regarding alcoholic admissions to the Hospital. We believe these cases should be directed to the San Bruno Alcoholic Reception instead of to the Hospital.

On September 12, 1961, the Program Chief of the Community Mental Health Services recommended to the Civil Service Commission a general increase in the salary levels for certain categories of professional personnel in this division. We agree with the statement that it is not only necessary to have an adequate entrance salary in order to attract personnel, but the salary must continue to be adequate to hold good people. This very important branch of the Hospital service has been handicapped for the reason that they have not been able to offer attractive salaries for psychiatrists, and it is our considered opinion that the salary level should be increased to attract well qualified personnel.

### Nurses

There is a large group of nurses with ten to fifteen years experience who are loyal and dedicated to their jobs; however, the turnover is high in the major group of nurses. Competition with other hospitals and agencies is one of the main causes. An equally important reason, too, is the heavy work load to which the nurses are subjected. Since nursing is a vital part of patient care we suggest that this be given serious consideration.

### Home Care

This is an important part of the Hospital's program, and it is this committee's belief that many patients can be cared for under this plan with greater benefits to the patient. We also feel that very careful consideration should be given to assigning of patients. The acutely ill should be treated at S.F. General Hospital, with the chronically ill and aged patients at Laguna Honda, Hassler Health Home, nursing homes, or under the Home Care program, as their individual needs dictate.



Health Department (continued)

Laguna Honda Home

The maintenance and operation of Laguna Honda Home is under the dedicated supervision of Superintendent Louis A. Moran. We believe this institution is fortunate in having such intelligent administration and an excellent staff. Our personal survey disclosed good maintenance, adequate medical attention, and wholesome food.

While Laguna Honda continues to be primarily an efficient home for the aged, a transition is taking place. It is gradually becoming also a long-term hospital through the opening of more wards for the chronically ill. This year three new wards were opened to receive about 114 such patients from S. F. General Hospital. Laguna Honda is well equipped to care for these people, and at far less cost to the taxpayers.

Since old age is a problem in our city, we are fortunate to have the facilities of Laguna Honda, with its room for expansion. It is an ideal place for the chronically ill and for the geriatric cases. We must plan for the future and make certain that we have the beds necessary, and the proper facilities, to care for them.

We feel that there is need for much better liaison between the superintendent of this institution and the superintendent of San Francisco General Hospital regarding allocation of patients.

Hassler Health Home

The committee visited this facility, located in San Mateo County near Redwood City. The property consists of 304 acres. It was established in 1927 by the then Director of Public Health Services in San Francisco, Dr. William Hassler, as a hospital for patients suffering from tuberculosis. This facility, in our opinion, is an excellent operation under the direction of Dr. Szu Taou, who is well qualified for this responsibility. The wards are well maintained, the patient care excellent, and it is staffed by understanding and well trained personnel.

Since Hassler Home was built, the treatment and care of tuberculosis patients has changed, and climate is no longer an important factor. Many cases are treated at S. F. General Hospital, and also there has been a steady decline in the number of cases of tuberculosis in San Francisco.

At the time of our visit there were 163 patients at the home, all but 31 of whom were tubercular. There are accommodations for about 80 additional patients. Thirty-one elderly ladies, mainly bedridden, were transferred from S. F. General Hospital. They are being well cared for by a willing and able staff.

It is the understanding of this committee that conversion of this hospital to a custodial facility for the aged and chronically ill would necessitate major expenditures. We feel that a decision should be arrived at soon about the future use of Hassler and its place and use among our medical institutions. Until this is done we would not recommend any major changes. However, there are two



## Health Department (continued)

matters which should be provided for the comfort of these very isolated patients: (1) Purchase of a new dental unit to replace old and obsolete equipment; and (2) Replace all chairs in the patients' auditorium with new ones of a movable type for safety and comfort. The present chairs are quite old and are rapidly falling apart.

### Emergency Hospital Services

The Emergency Hospital Service is an excellent service of which the City of San Francisco can be justly proud.

The last unit of the Service was built in 1933. The population has increased approximately 150,000 since that year, but there has been no additional emergency hospital provided to take care of this increase. There is a strong need for an emergency hospital, or equivalent service, for the Sunset-Parkside District.

The Park Emergency Hospital must once again be commented upon by this grand jury. This unit is over 70 years old and is greatly in need of repair. It has been recommended by previous grand juries, by the Blyth-Zellerbach Committee, and by this committee of the 1961 Grand Jury that this hospital be closed and that the City enter into contract with the Board of Regents of the University of California to permit the City and County to maintain its ambulances and stewards at Moffit Emergency Hospital. This modern facility could give excellent service to the public at an annual saving (estimated by the Blyth-Zellerbach Committee) of between \$80,000 and \$90,000.

### Ambulances

Once again we must report and protest the use of ambulances and trained drivers being used to transport soiled laundry, drugs, supplies, etc. to and from various emergency hospitals. Repeatedly we request for a utility man (who might use an old converted ambulance or truck) for this work has been cut out of the budget. If such an employee and vehicle were available an ambulance and driver could be released for the purpose for which they were intended.

We suggest, as others have before us, that a station wagon be used to transport other than ill patients from their homes to the various hospitals and between hospitals.

### Assistant Director of Public Health for Hospital Services

The newly created position of Assistant Director of Public Health for Hospital Services has been filled by the appointment of Mr. Arthur Burns, who is well qualified and trained for this work. He has accomplished a great deal in the short time he has been in San Francisco. With one administrator responsible for the co-ordination of the various hospital services we may hope that under his guidance San Francisco will develop and maintain sound and efficiently run institutions.



Health Department (continued)

San Francisco Hospital Conference

The use by the Assistant Director of Public Health for Hospital Services of the San Francisco Hospital Conference as consultants on a Master Plan Committee is enthusiastically supported. The conclusions of this Conference committee will be directed to the Health Advisory Board.

Committee Recommendations:

In summation, this committee recommends:

1. That the recommendations of the Asst. Director of Public Health for Hospital Services should be given serious consideration and should be adopted as quickly as possible;
2. A continued increase of budgetary allowances for equipment, maintenance and operation at S. F. General Hospital;
3. Many more beds could be made available if Ward 45 in S. F. General Hospital were not restricted to the exclusive use of compensation cases involving city employees;
4. Station wagons to transport patients, where possible, between various facilities and clinics;
5. Closing of Park Emergency Hospital and contracting with the University of California for emergency services in that area;
6. Transfer of geriatric and custodial care patients from S. F. General Hospital to Laguna Honda Home, Hassler Health Home, nursing homes, or to the Home Care Program;
7. That the Director of Public Health hold frequent meetings with his key personnel to discuss all elements of this 1961 Grand Jury report, as well as for thorough consideration of all of the various suggestions and recommendations contained in the Blyth-Zellerbach Report;
8. We believe there should be much greater liaison between the superintendents of S. F. General Hospital, Laguna Honda Home, the Emergency Hospital Service, and Hassler Health Home.

In conclusion, this committee wishes to express its deep appreciation to all of the various division heads and administrators for the many courtesies extended to us on the occasions of our visits. Working on this committee has been a most rewarding experience for each of us.

TOBY MAGNER, Chairman

MRS. INA LERER

MRS. ANJEL J. MASTORAS





## CITY ATTORNEY

The Committee inspected the office area allocated to the City Attorney, studied his Annual Report for the Fiscal Year 1960-1961, and interviewed City Attorney Dion R. Holm. Other facts about the City Attorney's office were gathered by discussions had with other City and County officials.

Previous grand juries have reported upon the inadequacies of the space occupied by the City Attorney's office, part of which consists of what normally should be a corridor on portions of the Polk and Grove Street sides of the City Hall. There is a grossly overcrowded condition of clerical help being confined in small areas, and as many as three deputy city attorneys working out of one office. No privacy exists in the library, due to witnesses and other persons having business with the City Attorney's office passing through the library area going to and from deputies' offices. We confirm what previous grand juries have found, and recommend that forthwith adequate space and intelligently planned area be provided for this all-important office.

There are an average of 3.2 suits per day filed (based on the actual number of days when suits can be filed) in which the City and County of San Francisco is either a defendant or plaintiff. There are 1,792 cases outstanding in the City Attorney's office, and during the past fiscal year they were able to dispose of 621 cases. In connection with these, 825 depositions were taken by the deputies. The trial attorneys have assigned to them all the way from 65 to in excess of 100 suits. As an action is disposed of, new ones are added to the list.

Trial work constitutes only a part of the City Attorney's duties. He must handle all civil legal matters in which the City and County has an interest. This includes the writing of opinions that have been requested by department heads and members of commissions, the Mayor, other elected officials, the Board of Supervisors, and all other departments of the City and County; the preparation and approval of all contracts entered into by the City and County; the preparation of bond issues, ordinances and resolutions of the Board of Supervisors, and the unlimited amount of oral conferences held with all departments of the City government. The foregoing briefly describes the duties of the City Attorney and his staff.

This work includes appearances on matters involving the City and County in all State courts and before State commissions, as well as in the Federal courts, and hearings before Federal boards such as the Civil Aeronautics Board, Department of the Interior, and Internal Revenue Service, Tax Ruling Division.

The staff of the City Attorney's office is numerically inadequate to handle the vast volume of litigation in which the City is engaged. The stenographic, clerical and investigating staff should be increased commensurate with the volume of work in this office.



City Attorney (continued)

It is to be noted that the staff suffered a reduction of from 38 deputy city attorneys to 34 this fiscal year.

We conclude that the City Attorney's office under the direction of Dion R. Holm has conducted the civil legal affairs of the City and County in a lawyerlike manner and with splendid results for the taxpayers.

It is to be noted that Mr. Holm retires as City Attorney on January 8, 1962, completing 35 years' service in the City Attorney's office - as Chief Deputy, attorney for the Water Department, Public Utilities counsel, and finally as City Attorney for the past 13 years. In the performance of this service he has given unselfishly of himself and his talents, and his efforts have resulted in immeasurable benefit to the City and County and its citizens.

Finally we note that at the election held on November 7 last, the voters, by a 2-to-1 margin, selected Deputy City Attorney Thomas M. O'Connor to succeed Mr. Holm, who had recommended Mr. O'Connor to the voters. We feel that under Mr. O'Connor's guidance, the office will continue to operate with integrity, independence, and in harmony with all City and County officers and commissions.

GASTON I. GOETTING, Chairman

BURL A. TOLER

CHARLES J. FOEHN



## EIGHTS AND MEASURES

One of the smaller and less well-known departments of our city government is the Department of Weights and Measures, which is administered by the Sealer, Mr. O. C. Skinner, Jr. His office and testing equipment is located in the basement of the City Hall in quarters somewhat less glamorous than those of other departments. Mr. Skinner, capably assisted by a staff of 1 sealer, 1 clerk, 1 senior inspector and 6 inspectors, unchanged numerically since 1915 when the office was established, is responsible for accurate quantity determinations in all commercial transactions. The Department has the duty of enforcing provisions of the State Business and Professions Code relevant to weights and measures, as well as pertinent regulations of Title IV of the California Administrative Code. The functions of the Sealer are among the most important of any branch of government in that they are for the protection of the buying public.

In the early part of 1961 this Committee reviewed with Mr. Skinner the various functions of his department, which include supervision of public weighmasters, inspection of scales, pumps, meters and other measuring devices and the testing of brake fluid and anti-freeze products for conformance with legal standards. Effective January 1, 1961 the Department assumed still another legally required duty, that of inspecting pre-packaged commodities in order to ascertain that the buying public receives proper weight and measure as indicated on the container.

Recent amendments to the Business and Professions Code require that the State assume the responsibility for testing vehicle tank truck meters, vehicle scales and livestock scales in counties where the local Sealer, because of lack of equipment, is unable or fails to perform such tests. It seems unreasonable that the retailer of gasoline and diesel fuel be required to assure full measurement to the ultimate consumer through certification of his pumps by the Sealer when he himself has no assurance that the tank trucks of the wholesaler are delivering proper volume through the meters to his station or establishment. Our Sealer lacks this necessary and important equipment and therefore finds himself unable to comply with the law. It is doubtful that private industry would long be able to avoid a similar responsibility. Continued failure to secure budget approval for installation on presently available city-owned land of a wholesale and vehicle tank truck meter testing facility at an estimated cost of \$29,500 will mean that the State of California must perform this service and then bill the city at an annual cost of \$1,400.

It is estimated that purchase of the required vehicle scale test truck with weights and weight handling equipment will cost \$20,000. The annual billing to the city, if this service is performed by the State, will approximate another \$1,300.

On May 22, 1961 this Committee, in support of a recommendation by the 1960 Grand Jury and other previous grand juries, passed a resolution urging that the Mayor and the Board of Supervisors approve the request of the Board of Public Works for an appropriation



Weights and Measures (continued)

for the construction of a meter-testing facility. We are disappointed that the Priority Committee and other municipal bodies concerned have failed to approve this item, which would enable our Sealer to carry out his testing as required.

We are firm in our conviction that with the addition of the meter testing tank and the vehicle scale test truck at a total estimated cost of \$49,500, the Department will be recognized as one of the most efficient and economically operated in the State of California. We recommend this matter to the 1962 Grand Jury and trust that its members will lend their support to the Department of Weights and Measures in its efforts to obtain these necessary pieces of equipment.

This Committee commends Mr. Skinner and his staff for their sincere dedication to public service, for their continued protection of the buying public and for the many courtesies extended throughout our year in office.

CHARLES H. MC DONAGH, JR., Chairman

HAROLD A. BERLINER

VINCENT J. CALLAN

GEORGE LOEHRSEN





## RECREATION AND PARK

Your Committee during the past year has met with Mr. Raymond Kimbell, General Manager of the Park and Recreation Department on many occasions and we have discussed with him many phases of the operations of this department. We have visited a number of the facilities under his jurisdiction and found them to be in excellent order. Many problems of the department were discussed and his recommendations were considered.

We also met the divisions heads: James P. Lang, Superintendent of Recreation; Bartles Rolph, Superintendent of Parks; Cary A. Baldwin, Zoo Director; Percy H. Brydon, Director of Strybing Arboretum; and John S. Mc Donald, Business Manager.

We attended a number of meetings of the Park and Recreation Commission. The members of the Commission are: Walter A. Haas, President; William M. Coffman, Vice President; Peter Bercut; John J. Conway, Jr; Dr. Francis Herz; Mrs. Joseph A. Moore, Jr.; Mary Margaret Casey; and Mr. Paul N. Moore, Secretary.

The Commission's meetings are open to the public and those attending are given an opportunity to present their views relative to plans of new facilities. We found that these meetings were conducted in a very democratic manner and all interested persons were given a chance to express their views.

There is not a section of the City and County of San Francisco untouched in some way by services of the Recreation and Park Department through its 855 permanent employees; its annual over-all budget of \$9,512,933 and its operation of some 148 different units, consisting of supervised playgrounds and park squares, swimming pools, beach and lake areas, golf courses, and many miscellaneous units, such as Storyland, Sharp Park Rifle Range, and the beautiful mountain camp located adjacent to Hetch Hetchy Reservoir.

This year has seen the completion of many projects financed through previous bond issues and current appropriated funds. Among these are:

McCoppin Square Field House -- Rehabilitation and enlargement.

Fleishhacker Pool Heating Plant -- Complete rehabilitation at a cost of \$70,000.

Golden Gate Park Chalet Soccer Field -- Completion of Irrigation system.

Larsen Park -- Completion of one section of the irrigation system.

McLaren Park Golf Course -- Although this course was extremely expensive it is one of the finest 9 - hole courses in America. The clubhouse has just been completed. The entire facility



## Recreation and Park (continued)

is scheduled for opening early in January.

Harding Park 9-Hole Golf Course -- A complete rehabilitation of six holes with three holes added has made a new 9-hole course which is now open and which is proving very successful.

Silver Tree Day Camp Building -- Located in the Glen Park section, this building has just been completed. This facility will provide year-round camping opportunities for San Francisco's youth.

Helen Wills Playground -- Complete rehabilitation, with a new field house, and proving to be most popular.

Bocce Ball Courts -- Completed at Aquatic Park, the new Di Massimo Courts at North Beach Playground, and at Crocker Amazon Playground. These facilities have proved most enjoyable to senior citizens in particular.

Mission Dolores Park -- Complete rehabilitation of convenience station and field house addition.

Sharp Park -- Completion of an enclosed porch on the clubhouse and re-roofing of the domestic reservoir.

Pier 54 -- Addition of a landing facility to the very fine ramp.

Gilman and Portola Playgrounds -- Completion of fencing to make each of these grounds much safer for children.

Zoological Gardens -- Completion of new Giraffe Moat and construction of a new Gorilla Grotto. These were constructed with City funds and money furnished by San Francisco Zoological Society. Again in 1961 this Society has evidenced its intelligent interest in the Zoo and has provided unstinting efforts and money to develop it into one of the outstanding Zoos in the country.

Midtown Terrace Playground -- Completion and dedication of a new building. This facility was made possible through the close cooperation of the Water Department in making the land available and covering its reservoir for recreational use.

Hall of Flowers -- Completion of floodlight installation, making this building usable in the evening as well as during the day. The San Francisco Arboretum Society, through its membership is continuing its interest in working with the Recreation and Park Department to develop this 40-acre project. Excellent plans have been formulated and much work accomplished in turning this area into a beautiful site. The vast extent of the task will require many years for completion.

The Junior Museum Auxiliary, through its volunteer committee, has made valuable contributions through their help in developing a program which is proving most beneficial for the youth of this City.



## Recreation and Park (continued)

Lake Merced, commonly known as the "Fishing Center" for San Francisco, is another unit where contributions are made by other departments. Both the Water Department and the State Fish and Game Department cooperate with the Recreation and Park Department to make this area an outstanding fishing spot. The recent completion of docking facilities for small boats in this area added much to the enjoyment of sailboat enthusiasts.

The Grand Jury Committee found that the litter problem continues to be one of the most besetting the department faces, particularly because limited funds make it well-nigh impossible to keep abreast of the litter distributed by thoughtless and careless persons.

The Grand Jury Committee has studied carefully the Blyth-Zellerbach Report concerning the Recreation and Park Department. However, the Committee does not concur in the recommendations contained therein that McLaren Park or any other park should be sold. It was found that the Department is studying intensively the Blyth-Zellerbach Report and its recommendations. A number of these recommendations have already been put into effect, and the advice is being followed closely.

It was interesting to note the Commission's strong policy concerning the letting of concessionaire contracts. As a consequence, the negotiation of a new contract covering refreshments at Kezar Stadium has boosted annual revenue from this source from \$40,000 to \$63,000; and the same approach on the boating and refreshment concession at Stow Lake has increased the yearly revenue from \$11,000 to approximately \$15,000.

The contract for a Tennis Pro and Shop at the Golden Gate Park Tennis Courts has provided a long needed service, besides realizing an estimated \$1,200 in annual revenue.

An increase in the daily rates for adults at Camp Mather from \$6.50 to \$7.50 resulted in \$19,000 added revenue with no appreciable decline in patronage.

This Committee feels that the Business Division of the Recreation and Park Department is in especially good hands.

The Recreation Division of the Recreation and Park Department enjoys the reputation of being considered second to none in the United States. The Committee visited many of the various units in the department, including Camp Mather, where it was reported to this Grand Jury by the District Forester that the Camp was the most efficiently operated of any in his experience.

The attendance and usage of the various recreation units continues to increase annually. It is particularly noticeable that there was an increase of 20,231 in paid attendance at aquatic facilities over the previous year. Likewise, in golf an all-time high was reached this year on the various golf courses (Harding, Lincoln, Sharp Park, Golden Gate) with many tournaments being played on these facilities.





## Recreation and Park (continued)

While the Recreation and Park Department ordinarily enjoys a peaceful climate in which to serve the people of various age ranges in San Francisco, problems do present themselves upon occasions. This year an unpleasant situation arose in the Hunters Point area involving the youth of the district who ran afoul of the law as a result of their behavior. The staff of the department realizes the great need that the young men and women of this area have in the employment field particularly, and until such time as this matter is satisfactorily adjusted, the employees of the Recreation and Park Department will continue to work harmoniously with all other agencies in the Hunters Point area to attempt to hold the line until a satisfactory adjustment is reached. To date programs have been increased as a result of supplying additional personnel to the existing staff in the Hunters Point Gymnasium and the Milton Meyer Building.

With the rapid growth of the Senior Citizen Program nationally, it must be pointed out that San Francisco, through the Recreation and Park Department, measures up to the success of other great cities in providing wholesome leisure-time activities for those who have reached the "Golden Years". An outstanding contribution to the Senior Citizen program this year was the opening of the Yerba Buena Senior Center, which was built and financed by the San Francisco Housing Authority for use by senior citizens, under the direction and supervision of the Recreation and Park Department. This center was opened for the first time on Thursday, September 14, 1961, and since that time has been most successful. Storyland, San Francisco's fantasy land for children, continues to enjoy steady patronage. Its one-millionth visitor was recorded on Saturday, October 21st. A newly-dedicated addition is the "Pooh Corner", towards the erection of which \$1,700 was contributed by the Lions' Club. Additional exhibits planned for this project will complete one of the most satisfying children's recreational units in the country.

Once again San Francisco leads the field of recreation by virtue of the completion of a three-year study on recreation for the handicapped. This was conducted by staff members of the department in conjunction with representatives of private agencies in the City. This study is now in the review stage for presentation to the Office of Vocational Rehabilitation in Washington for application for a grant to conduct the first bona fide recreation program for the handicapped in the United States.

The Grand Jury Committee investigated the problem of safety throughout the department. A central safety committee was formed early in the year, in conformance with Board of Supervisors' Ordinance No. 23-61. The San Francisco Chapter of the National Safety Council, represented by Iver Larson and his staff, has been engaged as consultant. This group surveyed the entire department to discover any unsafe factors in its operation and to recommend corrective measures. Department safety committees have been organized at the Zoological Gardens, in large parks and squares, in the crafts and maintenance section, and in the golf courses. At the Zoo, with the contract for re-roofing of the Lion House to be completed within this month, all recommendations concerning safety have been carried out.





## Recreation and Park (continued)

Following the feasibility report on Yacht Harbor as rendered by the Arthur D. Little Company, the engineering firm of Punnett-Parez and Hutchison was engaged to develop plans and specifications for the improvement of the Marina Yacht Harbor. A request was also made to the State of California Small Crafts Harbor Commission for a loan of \$1,500,000. The first stage of these plans has been presented. It is hoped that the State will make available the requested loan which, with budgeted funds, should provide for the badly-needed expansion and rehabilitation of the present Marina Harbor.

The Grand Jury Committee was especially pleased with the fine condition and appearance of the numerous parks and squares, and particularly with Golden Gate Park and its Panhandle where so much heavy brush and undergrowth were removed. The Committee was also gratified with the removal of the underbrush from Buena Vista Park, long a source of trouble.

San Francisco may well be proud of the general condition of its parks, with the exception of the always-present litter problem spoken of earlier. It is hoped that the educational campaign carried on this year will have a deterrent effect in reminding persons that "Every Litter Bit Helps".

It was of interest to note that this department had 827 employees in 1950 and 1951 and in 1960 and 1961 had 855. An increase of only 28 in ten years. Considering the great number of recently added facilities now serving the City, this is remarkable.

Candlestick Park is one of the finest baseball stadiums in the country. We recommend that further study be carried on with a view to controlling the wind condition.

As this department works on a very close budget, we recommend that its budget be allowed in its entirety. We suggest that the department be allowed a revolving fund that could be used at their discretion, for matters such as, emergency meeting which might arise in the promotion of athletic events of national stature.

In conclusion we wish to thank the Park and Recreation Commission, and Mr. Ray Kimbell, and his staff, for their cooperation in our investigation.

FRANK R. GEIS, CHAIRMAN

VINCENT J. CALLAN

MRS. ANJEL J. MASTORAS



## CONTROLLER

The Controller, Mr. Harry D. Ross, and his staff constitute one of the most important branches of our City and County government. Among other things, the Controller initiates, and is responsible for, preparation of the budget requests from all departments for submittal to the Mayor and the Board of Supervisors. He is also responsible for handling all disbursements, properly audited, as well as seeing that outside audits are conducted in accordance with Charter provisions.

One of the most interesting new developments to be initiated this year was in the field of electronic data processing.

We observed, and here specifically report thereon, the magnitude of the volume of transactions in the conduct of the routine business of the City. For example, the City's tax roll lists approximately four hundred thousand separate tax accounts; the preparation of the roll involves approximately two and one-half million arithmetical steps. The preparation of the City payrolls involves some three hundred thousand arithmetical steps each month. This volume of work is now being performed partially manually and partially with electro-mechanical equipment.

We reviewed the initial 5-year program for up-dating office procedures by means of the electronic computer proposed by the Controller, recommended by the Mayor, and approved by the Board of Supervisors, effective July 1, 1961, and find that definite progress has been made.

The Civil Service Commission has adopted a personnel policy in this connection which should benefit the City and be rewarding to those employees who qualify themselves to carry on the program. The Public Library is establishing a special reference section. The School Department has established and is conducting specific courses to aid employee training. The Controller is conducting intensive training for staff employees of the initial participating departments who will develop and operate the new procedures.

The first phase of the contemplated up-dating in certain performances has already been accomplished in the Controller's office. These include 1) stream-lining of general ledger accounting system; 2) conversion of a portion of the revenue accounting from a manual posting to electro-mechanical; 3) converting portions of the budgeting to electro-mechanical operation.

The program for the timely completion of the first phase appears to be adequate.

The Controller is aware of the Blyth-Zellerbach Committee's report, and its recommendations. It is our opinion that his initial 5-year program referred to above is fully in accord with that Committee's constructive recommendations.

We also wish to express our appreciation to Mr. Harry Ross for his able assistance in helping us gather data for our inquiries into the Retirement System and City Pound expenditures.



## TREASURER

This Committee made several visits to the Treasurer's office, and the members are satisfied that the office is being administered capably by Treasurer John J. Goodwin.

Mr. Goodwin is at present preparing a budget request for the modernization of the burglar alarm system in his office so as to tie in with the Bureau of Communications at the Hall of Justice. The present alarm system was installed thirty-four years ago and is now a source of constant trouble keeping it in repair. In view of the fact that all alarm systems are now being tied in with the Bureau of Communications at the new Hall of Justice, this Committee believes that this is the proper time to modernize, and wholeheartedly approves the budget request for this work. This new alarm system will give a greater margin of safety, and with no great expense involved.

Previous grand juries have called attention to the cramped storage and inadequate facilities for handling bonds. Over 75% of the space is required for Retirement Fund bonds, now in excess of \$70,000,000. There is no indication that a leveling-off stage has been reached. One encouraging factor is that large denomination registered bonds (some in order of \$500,000 each) are being acquired. In contrast to the tens of thousands of \$1,000 coupon bonds now in storage, the large denomination registered bonds require less space and no coupon clipping.

However, the whole institutional bond field is a complex subject from many angles. Radical changes may be instituted in the next few years via electronic data processing, etc. From our brief study, we can see no immediate rapid dropping-off in space requirements. Long term maturities, penalty conversions, additional bond requirements and other factors make space reduction a slow process at best. We feel that continued study on the part of the Retirement Board, the Controller, and the Treasurer will prove helpful in improving this situation. Perhaps some additional space for Retirement Fund bonds might be made available by shifting some of the other vault securities to other appropriate space.

## RETIREMENT SYSTEM

The basic features of the Retirement System have been covered in considerable detail in many grand jury reports in the past. As there have been many new developments this year we will attempt to highlight these briefly.

On May 25, 1961, an interim report was released by this Committee as follows:

"Soon after this Committee of the 1961 Grand Jury began to function we became aware that the Retirement System was confronted with both immediate and long range problems affecting the members of the System as well as the taxpayers of San Francisco.

"The tremendous publicity in the local press during the past months has brought into the open the nature and seriousness of some of these problems. In the limited time at its disposal





## Retirement System (continued)

our committee has followed these developments and is of the opinion that the various officials concerned in the City government, as well as the Retirement Board, have been moving rapidly and effectively in attempting to correct this situation.

"It is evident that the Retirement System since its inception under the present Charter is long overdue for a study and survey by a competent actuary and a small staff of his choosing, reporting its findings and recommendations to the Mayor. Someone of the calibre of Mr. Ralph Nelson, who was mostly responsible for setting up the original retirement system, would, we believe, be most helpful in such a task.

"This committee and the entire Grand Jury strongly recommend that this study be started at the earliest possible time, and will continue to follow and report on developments during the rest of the year."

On July 5th, Mayor George Christopher announced the creation of a special committee to study the administration of the Retirement System, with Ralph Nelson as chairman. Also appointed were three outstanding citizens to assist in this study: John Cowee, Dean of Business Administration at the University of California; Harold King, Vice President and Senior Trust Officer, Wells Fargo Bank-American Trust Company; Harry Stuart, President of West Coast Life Insurance Company.

At the time of this writing we have not as yet seen any report issued by the Mayor's special committee. We have, however, had extensive discussion with the chairman of that committee, who outlined the method of attack on the problems assigned to the group. From this review we feel certain that when their report is completed it will contain constructive suggestions for improving Retirement System administration. Their recommendations should prove worthy of serious consideration.

The 1960 Grand Jury report detailed at great length the working and problems of the Workmen's Compensation Division. We are happy to report that by mid-1961 two full-time investigators were employed and are currently at work in this field, as well as checking on disability retirement cases.

Throughout the year we spent considerable time with Mr. Daniel Mattrocce, Secretary, and various staff members of the Retirement System, including interviewing one of the new investigators. We are glad to report that real progress is being made in running down violations of the "gainful occupation" provisions of the Charter. When these cases are finally resolved, substantial sums of money will be returned to the System. Further, from now on new cases up for consideration by the Board will be more carefully scrutinized than was possible before the investigators were engaged.

Also notable is the fact that the transfer of \$5,000,000 from the Retirement reserves to the General Fund made possible a reduction in the property tax rate for the first time in 8 years. At the same time, effective July 1, the monthly deduction from employees' pay checks was reduced, with no reduction in retirement benefits.





## Retirement System (continued)

We also became interested in the investment side of the operation of the System. More than \$270,000,000 is invested, mostly in top quality government and industrial bonds. This year a trend of using registered bonds in larger denominations rather than smaller coupon bonds should result in further economies in the County Treasurer's office, both as to vault space and time conserved in physical handling of bonds, coupon clipping, etc.

We visited Ward 45 in the San Francisco General Hospital. This ward is reserved for City employees involved in line-of-duty accidents or injuries. Investigation has disclosed that this is far more economical than using facilities in private hospitals. An amicable agreement has been worked out with the Health Department permitting the use of some of this space for general patients when not required by members of the Retirement System.

We would like to offer one more thought for consideration: In our meetings with various boards and commissions of the City government, we observed the Retirement Board handles far more administrative detail than most boards. The Retirement Board meets weekly, whereas most other boards meet semi-monthly, monthly, or even less frequently. In many cases boards handle only policy matters. Some thought might also be given as to the advisability of either increasing the number of outside members or decreasing the number of employee members, thus eliminating the criticism that the Board is dominated by employee members.

In conclusion we wish to state that this Committee in its work on this important activity has received full and whole-hearted cooperation from the Retirement Board and its staff, as well as from the Controller and his staff.

We trust our efforts have been helpful, if even but in a small way, to the taxpayers, city employees, as well as the Retirement Board and its staff in bringing about some of the improvement achieved this year.

GEORGE LOEHRSEN, Chairman

GASTON I. GOETTING

HARRY J. LAWLOR.



## REAL ESTATE DEPARTMENT

This Committee would like to thank Director of Property Philip L. Rezos, and the Real Estate Department, for the courtesies shown us, as well as for the conscientious job being done by its personnel. The immense real estate holdings, sales, purchases, rentals, property management, and various other operations under this department frankly were far beyond our comprehension.

This year the Mayor's Committee for Municipal Management made certain studies and analyses of the office operations of this department. As this work was done by a team of trained and experienced men, the recommendations of the Mayor's Committee, and the effectuations of these recommendations, are worth reporting herewith.

### Recommendations Taken From the Committee's Report:

1. Documents (deeds, lease agreements, insurance policies, and papers pertinent to pending projects) should be given vault protection at night.
2. New equipment should be purchased to improve efficiency, such as Polaroid cameras, copy machines, dictating machines, and addressograph plates.
3. A study should be conducted looking toward converting record keeping and statistical information to existing tabulating equipment.

### Comments and Progress on Recommendation No. 1

While the Real Estate Department concurs that certain unrecorded and valuable documents should be considered for fire proof vault protection, a very large specially constructed room would be necessary. No such space has been available, nor is there any provision being made for such a space in the department's new quarters at 450 McAllister Street.

### Comments and Progress on Recommendation No. 2

The Real Estate Department's Report states:

"The Real Estate Department has budgeted these items for the past two years but they were deleted at budget hearing."

This Grand Jury committee believes that Recommendation No. 2 should be followed, which would improve the efficiency of the Real Estate Department and result in an overall saving to the City.

### Comments and Progress on Recommendation No. 3

According to the Real Estate Department this would require a detailed study by someone familiar with the tabulating equipment used by the City. This Committee is aware of the contemplated new electronic data processing equipment for the City and the City's present unfamiliarity with it. Technicians familiar with this machinery should be asked to survey how the Real Estate Department could use the present equipment or the contemplated new equipment advantageously.

This Committee applauds all those who helped in the conception and work of the Mayor's Committee. We hope a team of trained and experienced men in the property management and real estate field will be formed along the same lines. This team then could make an independent survey of the City's vast real estate holdings and the revenues therefrom, and make such recommendations as would contribute to the welfare of San Francisco.

RICHARD ARNSTEIN, Chairman

LOYAL H. GILMOUR

GEORGE LOEHRSEN

TOBY MAGNER



## HEALTH SERVICE SYSTEM

During the year one of the members of the Grand Jury made a brief visit to the offices of the Health Service System. The general office procedure in processing claims was reviewed and found to be expeditious and efficient.

The matching contributions of the City now run in excess of three-quarter million dollars per year. In the November, 1961 election, Proposition F was approved by the voters for additional tax support in excess of half a million dollars per year.

With this larger amount of ad valorem taxes involved, together with the fact that Health Board activities were the subject of considerable controversy during the year and received a great deal of comment in the press, it might be desirable to have a standing committee of the Grand Jury appointed to review this activity annually.

DANIEL J. COLLINS, Foreman

GEORGE LOEHRSEN, Member



## CITY PLANNING

The City Planning Department of the City and County of San Francisco is charged with the responsibility of maintaining a city-wide land use plan, with the following objectives:

1. Improvement of the city as a place to live by aiding in making it more healthful, safer, pleasant and attractive, with housing representing good standards for all families and with adequate open areas and appropriate community facilities.
2. Improvement of the city as a place for commerce and industry by making it more efficient, orderly and satisfactory for the production, exchange and distribution of goods and services, with adequate space for each type of economic activity and improved facilities for the handling and transportation of goods and commodities.
3. Organization of the two principal functional parts of the city, the working areas and the residential areas, so that each may be clearly distinguished from, but complimentary to, the other, to the end that the economic, social and cultural development of the city may be furthered.
4. Protection, preservation and enhancement of the economic, social, cultural and esthetic values which make up the desirable qualities and unique character of the city.
5. Coordination of the varied pattern of land use with public and semi-public service facilities necessary for efficient functioning of the city, and for the convenience and well-being of its residents, workers and visitors.
6. Coordination of the varied pattern of land use with circulation routes and facilities required for the efficient movement of people and goods within the city, and to and from the city.
7. Coordination of the growth and development of the city with the growth and development of adjoining communities and of the San Francisco Bay region.

This committee met with Director James R. McCarthy and Secretary Thomas G. Miller to discuss the operations of their department. The committee was impressed at the very large work load that has been placed on this agency. We were gratified to learn that the Mayor and the Board of Supervisors have recognized the importance of sufficient personnel in this department. Six new positions were established in the 1960-61 budget, with three more added for the current (1961-62) budget. This brings the staff of the Zoning Administrator to a total of fourteen, including the Administrator. This should aid the department greatly to meet the ever increasing demands placed upon it.

There has been a great deal of discussion concerning what is known as the "Master Plan." Section 116 of the Charter clearly defines this program. The Master Plan sets forth the general location





## City Planning (continued)

character, and extent of proposals for the future physical development of San Francisco. Based on estimates of the probable needs of the city in the future, the Master Plan shows the relationship between various present and prospective public improvements and services, such as trafficways, parks, schools and utilities, and the desirable location and extent of residential, commercial, industrial and other uses of privately owned land.

The Master Plan is adopted and maintained by the City Planning Commission as a guide to the coordinated and harmonious development of the city upon an agreed pattern. It serves as a basis for administrative measures by means of which the various elements of the Plan can be carried out, and for such legislative measures as the Board of Supervisors may elect from time to time to adopt.

This committee recommends that the scope of the City Planning Commission be expanded to its fullest degree. Because of limited staff and great amount of detail connected with its operations, it is not possible to give proper attention to many comparatively minor, but nonetheless important, matters of general concern to the public, such as screening of applications for erection of signs, etc. There is a great need for a tax-supported regional planning commission for the nine Bay counties. We should be coordinating major projects, such as water systems, freeway routes, and regional parks in closer conjunction with all our neighboring counties, with San Francisco as the leader.

To successfully realize the objectives of the Master Plan, this committee highly recommends that every effort be made to keep the public informed of the Plan - what it is, its objectives, and how every individual citizen is affected by it. Because of a limited budget it has been almost impossible to keep developers and builders fully informed of the status of the Plan and the changes that take place from time to time. This committee feels that even greater co-operation would result if developers and builders worked closer with the City Planning Department.

This committee is pleased to note that even though the Department has its own enforcing powers, it prefers to work in a spirit of harmony and cooperation with developers and builders rather than to take an arbitrary position in enforcing its requirements.

A very worthwhile role which the City Planning Department plays in city government is the formulation and maintaining of the Capital Improvement Program. Under this program city department heads list, on a priority basis of their own, all major construction, re-construction, replacement and maintenance items in their respective departments requiring an outlay of capital funds. These are reviewed by the Budget Priority Committee, which then makes its recommendations to the Mayor and the Board of Supervisors. Wherever possible, when substantial expenditures are involved, the project is extended over a six-year period. The amount of land to be acquired is to be financed in the first year, construction of buildings in the second, furnishings and minor equipment in the third, installation of major equipment, such as tabulating and other automatic machines during the fourth, necessary staff increases during the fifth, and, in



ity Planning (continued)

he sixth, all miscellaneous items necessary to complete the entire project. This committee highly approves this method. In this way any essential improvements of unusual extent can be planned and carried to completion concurrently practically on a "pay-as-you-go" basis.

We believe the City Planning Department should also act as a master coordinator in the development of the Bay Area. This agency is in a position to help coordinate the activities of developers, builders and civic projects throughout the neighboring counties into one gigantic team, all working together toward the common goal of making the entire community a better place in which to live.

Our thanks to Mr. James R. McCarthy and Mr. Thomas Miller for their courtesy and assistance throughout the year.

FRANCIS C. MIRALDA, Chairman

RICHARD ARNSTEIN

MRS. NATALIE CARROLL



## CORONER

The Coroner's Office, established under state law as a county function, serves the community in establishing the cause of death in certain instances; namely, when death is due to:

1. Homicide;
2. Suicide;
3. Accident or injury;
4. When there is suspicion of crime;
5. When the physician in attendance is unable to state the cause of death;
6. When there has been no medical attendance;
7. In the continued absence of the physician;
8. In certain other instances of lesser frequency.

To determine this cause, the Coroner, or his representative, must go to the scene of the death, make inquiry into the manner and circumstance surrounding the death, interrogate witnesses, take charge of property and safeguard any evidence. The law further permits that to make these determinations the Coroner may take charge of the body, with prior claim over all persons, and thereafter perform an autopsy, remove tissue specimens as needed, and make necessary laboratory tests. Thereafter the medical cause of death is established.

In addition, the Coroner may conduct an inquest which is a form of hearing at which the Coroner's jury, from the evidence, determines whether there is any element of crime connected with the death, or whether it was accidental, suicide, or natural. To carry out the function of the inquest the Coroner has the power of subpoena for both jurors and witnesses.

### Operation:

The Coroner's office operates 24 hours a day, 7 days a week, on a budget of \$223,000, with a staff of 30 persons. The breakdown of the staff is as follows:

One coroner;  
One chief deputy coroner;  
Five deputy coroners (investigators);  
Five ambulance drivers;  
One senior clerk;  
Four clerks;  
Three autopsy surgeons (part-time);  
One pathologist (part-time);  
One toxicologist (part-time);  
One assistant toxicologist;  
Two laboratory technicians;  
Three morgue attendants (two full-time and one part-time);  
One court reporter (part-time);  
One typist.

### Workload:

2,400 bodies received at the morgue, identified, and, after autopsy, prepared for burial or storage. 2,400 autopsies performed.



## Coroner (continued)

5,000 specimens to pathology laboratory examined and reports prepared. 13,000 specimens to toxicology laboratory for tests. 13,000 pages of history and report of autopsy and laboratory findings typed. 330 inquests on individual deaths and 1,300 witnesses examined and testimony taken. 4 manslaughter warrants issued as a result of jury verdicts.

## Facilities:

The Coroner's office at the present still operates at the Old Hall of Justice. It is apparently the Coroner's wish that the surgery and operating rooms be immaculately clean for reasons of sanitation, health of employees, and dignity. The facilities are found to be as clean and orderly as would be any hospital surgery. The Grand Jury Committee recommends that the Coroner's office be moved as soon as possible to the new Hall of Justice, where new quarters are being provided. The facilities there will be the most modern available, permitting higher standards and better quality work, and more economical performance.

Despite the increasing demands by the courts, the district attorney, insurance companies, hospitals and doctors for more detailed and exacting reports, the Coroner has provided these, meeting the many advances in medical legal science without increasing his overall staff during the past ten years. The amount of information and detail reports prepared on the various cases handled has almost doubled in this period of time.

The Coroner states that while his budget is not lavish, he believes that those controlling the budget purse strings have given him whatever is needed so as to adequately fulfill the community's medical legal needs.

The Coroner stated that when he first took office there was much dissatisfaction and mistrust on the part of morticians in the community in the matter of proper disposition of coroner's cases to the various firms. A closer liaison with the morticians' association, as well as various mortician representatives, has obviated all such complaint. The cooperation between the Coroner's personnel and the morticians as a group is of the highest order. The former suspicion which sometimes reflected upon the Coroner's personnel in the handling of property and valuables has been completely eliminated. Closer supervision and vigorous investigation of any complaint has led to a general atmosphere in the community of trust and respect for the Coroner's personnel. The Coroner states that no more than one or two complaints per year are registered, and these, on investigation, are found to result from misunderstanding or confusion in the minds of the complainants. Each has been satisfactorily resolved for each complainant in each case.

The Coroner's office enjoys the highest measure of respect from the local enforcement agencies with which it deals, as well as from the medical community in general. In addition, it has developed a national reputation for being a well administered, well functioning and thorough medical legal office.

ARNOLD W. SPINETTI, Chairman

LOYAL H. GILMOUR

FRANCIS C. MIRALDA





## PUBLIC WELFARE

This Committee has met with Mr. Ronald H. Born, Director, and the members of the Public Welfare Commission: Nicholas Loumos, President; Mrs. John J. Murray, William P. Scott, Jr., Jacqueline Smith, and Frank H. Sloss, and Mrs. Eulala Smith, Secretary.

The most pressing need of the Public Welfare Department at this time is a centrally located building especially designed to meet the operating needs and requirements of the Department, and containing a minimum of 80,000 square feet of floor space. This would, in the opinion of this Committee, help considerably in increasing the efficiency and effectiveness of the work of this department.

Presently the Public Welfare activities are divided between two locations: 585 Bush Street and 150 Otis Street. At 585 Bush Street there are approximately 309 employees working in an area of 13,435 square feet of floor space and in which approximately 500 people a day are interviewed or receive aid and assistance. At 150 Otis Street there are approximately 102 employees working in an area of 17,000 square feet of floor space, divided between the 1st, 8th, and 9th floors. There are approximately 400 people interviewed or who receive assistance daily at this location.

The Department of Public Welfare handles many phases of welfare work, such as Old Age Security, Aid to Needy Blind, Aid to Partially Self-supporting Blind Residents, Aid to Totally Disabled and Indigent, Aid to Needy Children, and Aid to Single Men. The Department also is the headquarters for handling of Adoptions, Licensing of Boarding Homes for Children, Child Welfare Service, Home Visitation. Besides these specialized endeavors there is the necessary and needed administrative work such as collections, accounting, purchasing, and statistical record keeping.

This Committee whole-heartedly agrees that the Department of Public Welfare is badly in need of new quarters, centrally located, somewhere on either side of Market Street, and within a short distance of the City Hall, but not in the Civic Center proper.

In the opinion of this Committee it was indeed unfortunate that the Public Welfare Building bond issue did not carry at the election in November by the necessary 2/3 majority as required by the State Constitution. The urgent need for this building still remains.

It is the recommendation of this Committee, also, that consideration be given to the needs and requirements of the Public Welfare Department, with its ever increasing work load and a consequent demand for more adequate budget allowances, additional help, and, most important, proper work area or space. A review of part of the report of the Department of Public Welfare will indicate some of the scope of their work.

Aid to Needy Children. This program is always quick to reflect change in the general economic conditions. In 1960-61 the increase of 570 families and 1,640 children was nearly as much as the net increase of 580 families and 1,846 children in the



Public Welfare (continued)

cession years of 1957-58.

Indigent Aid. There was an average increase of 668 persons receiving aid during 1960-61 as compared with the year 1959-60. The average per month for this program was 4,718 persons.

Foster Care of Children. The children supported by public funds in foster care increased during the past year. In June 1961, 898 children were provided care in contrast to 828 children in June 1960.

These increases in aid as indicated in this report, as well as other programs not discussed, cause a greater work-load on the staff as well as exerting need for more money to keep the programs operative. The work-program of the Public Welfare Department, which stresses prevention and rehabilitation, and constituting a major contribution to the field of public welfare, should be given firm support by citizen and city official, alike.

MRS. ANJEL J. MASTORAS, Chairman

CHARLES J. FOEHN

GASTON I. GOETTING



## JUVENILE COURT

Grand Juries for many years have reported on the over-crowded, under-staffed Youth Guidance Center. Newspapers have sent reporters and cameramen to report the situation to the public, and this summer the San Francisco Examiner gave it considerable publicity; but apparently so many succeeding reports have destroyed the shock value, each year the City Fathers ignore the requests for relief, and cut the budgets of this important and indispensable branch of our City government. For example, the department has had but one new clerical position granted since 1949; and in those twelve years the work load has increased nearly 70%.

The plight of the Probation Department is really desperate. Their case loads have risen to the point of being insurmountable. Any additional Probation Officers are needed immediately to do the job.

Supervision of wards has become a hazardous occupation, because of the responsibilities usually placed on one man or woman. It must be realized that the Juvenile Court functions on a crisis basis all times, and the heavy over-population shows no signs of abating, quite the contrary. The Center, built to house 195 had an average daily population in 1961 of 266.2; one day in June hitting an all time high of 321! On such days there appears to be a violation of the City health laws in the acute overcrowding. The attached statistics are most revealing, and should be a source of worry to every citizen of San Francisco.

To add to the problem, on September 15, 1961 a completely new Juvenile Court Law went into effect. The impact on the Probation Department was felt immediately, because of the additional time that is now required to fulfill the new provisions. Briefly, the new law allows many privileges and legal protection to children, and primarily the right to hearings de novo if there is dissatisfaction with the proceedings and orders of the Referees. This doubles the time of probation officers when it occurs, and there is already evidence that hearings will be frequent. There are many other provisions of the new law that will occupy the attention of probation officers, office workers, and endless reports and "red tape".

There are many functions of the Juvenile Court of which the public has little or vague knowledge. For example, they perform such tasks as step-parent adoptions, freeing children legally for adoption, answering inquiries from other counties and states, following up on guardianship; besides the better known ones such as supervision in wards and cottages, investigations in homes, broken and otherwise unfit, and counselling and guidance both with parents and children.

The very foundation upon which the Juvenile Court is built is supervision, counselling and guidance for youngsters, and unless this can be exercised to the fullest extent the true work of the department is seriously handicapped, and the people needing help cannot get a fair share of attention.



## Juvenile Court (continued)

The Chief Probation Officer, Thomas Strycula, who has charge of the Juvenile Hall and Log Cabin Ranch under the Judge of the Juvenile Court, is a man of wide experience in juvenile work, and dedicated to his overwhelming responsibilities. He and his capable assistant, Lester Pampanin, and their staff deserve much praise for their conscientious work.

This Committee recommends that budget requests for additional staff from the Juvenile Court be carefully evaluated and given serious consideration by the Mayor and the Board of Supervisors. We cannot believe that the citizens of San Francisco would knowingly abdicate their responsibilities towards dependent children and delinquent youngsters with problems.

This Committee found the premises of Youth Guidance Center well kept, clean and sanitary. This is a major accomplishment in view of the rambling structure and facilities.

The Committee regrets that it did not have the opportunity of visiting Log Cabin Ranch, but understands from the Judge and the Chief Probation Officer that it is an institution that San Francisco may be proud of. It is a rehabilitation center for problem boys, and provides both schooling and working in the automobile mechanical manual courses and on the farm. The Director, Edward Chay, enjoys an excellent reputation for efficient management.

We wish to compliment the devoted group of workers who comprise the Volunteer Auxiliary of the Youth Guidance Center. They give many hours to raising the morale of the children through their reading groups, providing arts and crafts materials, music, movies, birthday gifts for otherwise forgotten children, and Christmas gifts for all children under the care of the Court. They supply much needed clothing not otherwise provided, and many other necessities not covered in the budget; all of these services are financed by the Volunteer Auxiliary.

We have purposely left for the conclusion of this report mention of the Honorable Melvyn I. Cronin, Judge of the Superior Court, who is the hub of all activities of the Juvenile Court of the City and County of San Francisco, as the Committee believes he has a special place in this report. He has presided over this Court for many years, during which time he has gained nation-wide recognition for his sympathetic, but realistic work with juveniles. Despite a calendar that requires a long day's attention, every day, Judge Cronin considers all the circumstances in each case carefully, and makes decisions which he considers sound and right for the children and the community. He is fortunate to have two excellent Referees to assist in hearings, Mrs. Edith Wilson, for girls; and Harry Servi, for boys.

HAROLD A. BERLINER, Chairman

FRANK R. GEIS

RICHARD ARNSTEIN

MRS. INA LERER





SELECTED STATISTICS

SAN FRANCISCO JUVENILE COURT

FISCAL YEARS 1960-61 and 1959-60

	<u>1960-61</u>	<u>1959-60</u>	<u>1960-61 % change</u>
A. <u>DELINQUENT CASELOAD</u>			
1. Total Referrals	<u>4,582</u>	<u>4,378</u>	+ 4.1%
Boys	3,532	3,398	+ 3.9%
Girls	1,050	980	+ 7.1%
2. Average Number Under Supervision, End of Month, Total	<u>1,623</u>	<u>1,554</u>	+ 4.4%
Boys	1,178	1,121	+ 5.1%
Girls	445	433	+ 2.7%
B. <u>NEGLECT CASELOAD</u>			
1. Total Referrals	<u>2,011</u>	<u>1,921</u>	+ 4.6%
2. Average Number Under Supervision, End of Month, Total	<u>2,522</u>	<u>2,351</u>	+ 7.2%
C. <u>JUVENILE HALL</u>			
1. Average Daily Population Total	<u>266.2</u>	<u>242.4</u>	+ 9.0%
Delinquent Boys	128.2	107.2	+19.6%
Delinquent Girls	55.8	49.0	+13.9%
Neglect Children	82.2	86.2	- 4.6%
2. Admissions, Total	<u>5,004</u>	<u>4,832</u>	+ 3.5%
Delinquent Boys	3,088	2,968	+ 4.1%
Delinquent Girls	964	930	+ 3.6%
Neglect Children	952	934	+ 1.9%



## PARKING AUTHORITY

The Parking Authority of the City and County of San Francisco is highly commended by this Committee for its dramatic achievements in the field of municipal public parking on behalf of the citizens of San Francisco. These achievements have brought San Francisco national - and even international - recognition in this field. The Committee feels that this has been a major contribution to San Francisco's reputation for progressive leadership in all areas of public affairs.

The Authority was activated by the State of California and established by the Board of Supervisors in October, 1949. It consists of a five-member Parking Authority and an office staff of four, composed of a general manager, a secretary, and two secretarial employees. Our committee has been in close contact all through the past year with this office and has admired their earnest devotion to the functions of their office.

The San Francisco Parking Authority Parking Program, under the able and efficient direction of General Manager Vining T. Fisher, is geared to the creation of a downtown and a district parking program sufficient in size to keep San Francisco the hub of the economic, social and financial heart of the Bay Area. Due to the tremendous influx of cars into San Francisco from the surrounding Bay counties, which amounts to 132,000 cars per day, the Authority has desperately endeavored to keep abreast of modern trends of transportation and at the same time to supply the necessary off-street parking facilities so essential to the economic development of San Francisco. The accomplishments of the Authority, in the opinion of your Committee, have set a record in this field that has not been equaled anywhere throughout the United States.

This Committee is impressed with the plans of the Authority for the parking of automobiles in the neighborhood districts. If this efficient parking program is approved by the Board of Supervisors, an additional 1,000 off-street parking stalls will be provided in 22 parking lots and 4 garages. These lots and garages will be financed from funds derived from the 5¢ increase in the parking meter fees, which presently approximate \$1½ million a year. The entire cost of this project will approximate \$4,106,500 and will be completed, if present plans are followed, by 1965.

Part of the proposed Japanese Cultural Center will be given over to neighborhood parking. We have discussed this matter with Mr. Fisher and understand that 100 stalls will be allotted to neighborhood parking in the Fillmore District. Since these funds will come from other sources, we believe this to be a very advantageous and successful part of the parking program. The Parking Authority has worked very closely with the Redevelopment Agency in planning and developing the Japanese Cultural Center, construction of which will commence very shortly. The garage, under the jurisdiction of the Parking Authority, will accommodate 854 cars and, if attendant parking, will accommodate 1,200 cars. The entire cost will approximate \$4 million.



## Parking Authority (continued)

This new project is part of the Redevelopment program for San Francisco and it is encouraging to note that two City departments work so closely together in developing such an outstanding and necessary program for San Francisco.

We have studied with interest the plans of the Authority for garage installations at the Redevelopment's Golden Gateway Area "E". Plans in the Authority office provide parking at the present time for 326 cars. From our studies, we understand that ingress and egress will be provided from the ramps to be built coming from the Embarcadero Freeway into Clay Street. The cost of this facility will approximate \$6½ million, funds to be provided by the developer at no cost to the City. This is the type of operation which we, the Committee, feel is most essential to the betterment of San Francisco.

The Portsmouth Square Underground Garage, accommodating 800 automobiles, will be completed in July, 1962.

The expansion of the Fifth and Mission Garage has been completed as of November, 1961. This is one of the most successful parking undertakings ever attempted by any group in the United States and has brought untold praise to San Francisco.

The patronage of the Civic Center Underground Garage is increasing rapidly and, in our opinion, will soon be financially able to support itself from operating revenues.

The Sutter-Stockton Garage has been an instantaneous success and from the financial reports submitted to us we feel that construction of these types of structures should be expanded throughout the downtown area.

The highlights of the Authority's activities during the year 1960-61 are as follows:

San Francisco's ten publicly-owned parking facilities established to date under the Parking Authority program have parked the following number of automobiles as indicated:

Calendar Year 1960: 1,894,908 automobiles

First six months of

Calendar Year 1961: 1,136,843 automobiles

Since Establishment: 8,231,863 automobiles

The City and County of San Francisco has received the following income in rent and taxes from these parking facilities:

Fiscal Year 1960-61: \$163,456.05

Total Since Establishment: \$1,025,527.43

The financial magnitude of San Francisco's municipal parking program, including 12,347 parking meters, Union Square Garage, and Understick Park Parking Plaza, as well as the ten garages and parking lots noted above, is shown by the gross income therefrom of \$1,953,427.38 for the fiscal year July 1, 1960 to June 30, 1961.



Parking Authority (continued)

- Since 1949 under the Parking Authority program 18,631 new off-street parking stalls have been built in San Francisco. Another 4,486 are under construction or development at the present time. When present development is completed, a grand total of 23,117 parking stalls will have been constructed since 1949.
- The actual and projected total cost of this program is approximately \$52 million, which will have been accomplished by the expenditure of only \$9 million of public funds - 17% of the total.
- The following number of new parking stalls were constructed in San Francisco during the fiscal year July 1, 1960 to June 30, 1961:

	<u>Lots</u>	<u>Garages</u>	<u>Stalls</u>
By Private Enterprise	14	3	1,241
By Public-Private Cooperation - City-owned	<u>14</u>	<u>1</u>	<u>932*</u>
	14	4	2,173

\*Sutter-Stockton Garage

- Forthcoming major parking projects in San Francisco:

Under Construction

(1) Fifth and Mission Garage Expansion	500 stalls
(2) Portsmouth Square Underground Garage	<u>800 stalls</u>
	1,300 stalls

Under Development

(1) Japanese Cultural Center Garage	854 stalls
(2) Golden Gateway Garage	<u>1,326 stalls</u>
(3) Neighborhood Parking Program	<u>1,006 stalls</u>
	3,186 stalls

- Parking Authority Balance Sheet - Year ending June 30, 1961:

(1) Gross Income to City	\$163,460.08
(2) Costs and Expenses*	<u>149,173.72</u>
Net Income	\$ 14,286.36

\* Includes \$104,234 in lieu taxes.

Includes \$ 42,838 Authority operating budget.

The Committee takes note of the very modest management expense incurred by the Parking Authority in conducting a parking program of such wide scope at a figure approximating only 1% of total project cost.

In this connection it is desired to commend the policy adopted by the State and the Board of Supervisors on behalf of the City and in which the Authority has wholly concurred, whereby the Parking Authority is designated an administrative body with required technical services provided for it from appropriate departments of government without the necessity of large continuing expenditures for the creation of a technical staff.





Parking Authority (continued)

The commission system also meets with our unqualified approval whereby the very limited administrative staff is augmented at no appreciable public expense by the services of five highly qualified business and professional men of the community who would not otherwise be available to the City at any price. The advantages of such liaison between City government and the business community is of inestimable value.

Our recommendations are as follows:

1. In our opinion, after thorough study, there is a demand for additional clerical assistance in this office. We were impressed with the numbers of requests and visitors endeavoring to contact the Parking Authority office from all parts of the world seeking information and data on the parking program in San Francisco. These questions must be answered and the visitors contacting the Parking Authority office must be courteously treated - all of which takes considerable time and effort of members of the Authority and the staff over and above their normal duties.

2. Your Committee, after reviewing the efforts and accomplishments of the Parking Authority, strongly urges that all parking problems confronting any department of the City government, including the Airport, the Recreation and Park Commission and other departments, be directed to the Parking Authority for their coordination, administration and supervision.

3. It is our sincere belief that public parking in its many ramifications should be handled by one department - the group most familiar with parking and who are ready, able and willing to carry on the city-wide parking program without additional cost to the taxpayers of San Francisco.

ARNOLD W. SPINETTI, Chairman

FRANCIS C. MIRALDA

LOYAL H. GILMOUR



## FIRE DEPARTMENT

The Committee on the Fire Department met on a number of occasions during 1961 with its Chief, William F. Murray, and through these meetings came to the realization that the Department concerns itself not alone with fire fighting, a commonly held conclusion, but with many facets that vitally affect our daily lives and existence. We are impressed with the scope of an operation such as is maintained in our city, and with first-hand observation we are in accord with the then-expressed view of every citizen-that San Francisco possesses one of the best equipped and most efficient fire departments in the nation, if not the world.

Personnel. At considerable financial saving to the taxpayer, but without in any way sacrificing the cause of safety or efficiency, the Department has during the four-year period ending June 30, 1961 reduced the total number of employments by 69 to a combined total of 1712 which includes the non-uniformed force of 54 employees, at a ratio of 97 to 3. These personnel reductions have been brought about principally through the four-year program of modernization and replacement of existing equipment to more efficient use.

The monthly four-year salary range of \$591.00 to \$641.00 for the classification of H-2 Fireman, established for fiscal year 1961-1962, which reflects an increase of 7.5%, should go far toward attracting competent applications for the 12 vacancies existing as of July 1, 1961. Mandatory retirement at age 65 assures younger personnel of opportunities in the higher echelons. The higher salaries of officers should be an incentive to advancement in rank.

The Department's programs of training, safety inspection, fire investigation and prevention are, we believe, models to be followed by other municipalities. The force is urged to submit suggestions for improvement in the organization, and if found to have merit, they are given thoughtful consideration by the Chief and his staff. Individual members of this Committee visited a number of the firehouses and were always courteously received by the officers and men who were eager to explain the operation and use of the various pieces of apparatus and equipment.

We were pleased to witness the promotion on July 1st of William P. Lindecker, Secretary to the Chief, to the newly established position of Assistant Chief in charge of the Division of Administration. His former position has been inactivated. The members of this Committee thank Chief Lindecker for his counsel, which it found most helpful, and wish him success in his new post.

Budget. The Department continues to operate within its budget, which for the fiscal year 1961-1962 is \$29,000 less than that of the previous year. A fact accounted for in large measure by a reduction of \$87,000 in personnel services, brought about by a personnel reduction of 12 H-2 employments, but without an impairment to efficiency.



ment. The four-year program of substituting the all-purpose triple combination pumpers for separate pumping engines, separate water tank units, resulting in considerable economies, shortly be completed. With anticipated delivery of two American Lancer T. C. P.'s and one Seagrave 100-foot aerial ladder, the conversion of several late model Seagrave pumping engines to this flexible use, added to 19 already in service, the Department finds itself well on the way toward completion of another objective. Considerable savings have been achieved in the conversion of the old engine pumper and tank wagon with still useful lives to aerial ladder trucks, hose-tenders and salvage trucks. This work is performed at Central Shops on Quint Street.

Construction of quarters to house Engine Company #22 at 16th and Irving Street and Engine #23 at Olympia Way near Clarendon is scheduled for 1961 and 1962. Work is in progress on the Train-Center Addition at 19th and Folsom Streets.

Acquisition of a site for the construction of a new operational headquarters adjacent to the Central Fire Alarm Station in Jefferson Square has been approved by the Fire Commission on the recommendation of Chief Murray and the request was forwarded to the Mayor for appropriate action. At the time this report is written the Jefferson-Park Department has not yet seen fit to release that portion of Jefferson Square desired by the Fire Department and we find the administrative office still occupying cramped and inconvenient quarters in the basement of City Hall. As an alternative, the Chief requested that the Director of Property submit an estimate of the total cost of land purchase and construction on privately held property adjacent to the firehouse at 840 Octavia Street.

Operations of the Department, including the long-needed inspection program, will be further expanded upon completion of the new radio communications system which is being installed by Western Electric Corporation under a contract administered by the Department of Public Utility. It is now anticipated that this project, as yet only 50 percent completed, suffering from exasperating delay and subject to contract non-performance penalties, will be completed by June 30, 1961.

Reserve. The San Francisco Fire Reserve, equipped with 29 pumpers, 10 engine engines, composed of 70 members serving without compensation and receiving the same basic training as do regular members of the Fire Department, is under the direction of Battalion Chief Christian Hayes. During 1960-1961 this group of patriotic citizens contributed 4,900 hours of their time to the service of their community in the training program and responded to 42 greater alarms of fire. San Francisco may well be proud of the invaluable services rendered by this small but unselfish group of men.

Public. The Department places great emphasis on other phases of its fire-fighting and related activities. These include, to mention a few, Plant Protection, Fire Prevention and Investigation, Fire Training, School Safety and Education, Rescue Techniques, Civil Defense and Salvage.



The Airport Division, composed of six officers and 27 firemen, is assigned to San Francisco Municipal Airport in San Mateo County. Trained auxiliaries, under the direction of the officer in charge, include members of the U. S. Coast Guard and airline company crews. During the period July, 1960 to June, 1961 this unit responded a total of 937 fire, emergency and crash alarms.

The San Francisco Fire Department answered 14,870 alarms of fire during 1960-1961, an increase of 0.6 percent over the previous year. It is distressing to note that 3,294 false alarms, 22 percent of total responses, were turned in by thoughtless juveniles and adults. A program of education, participated in by the Police Department, Press, Radio, Television, Service Clubs and others, has aided in producing an increase in the number of apprehensions and arrests of persons responsible for false alarms.

The Waterfront Detail performs for our city an invaluable service, responding during the past year to 160 alarms. The fireboat "Phoenix" is on 24-hour standby alert. Supplementing the city's only piece of floating apparatus is a second fireboat operated by the State of California sometimes assigned to other than possible use by the Department and therefore not always immediately available in an emergency.

Members of the Grand Jury accepted the Chief's invitation to inspect the Training Division's headquarters at 19th and Folsom Streets and it was here, as well as at individual firehouses, that we had the opportunity to see the many training manuals used in the training and re-training of personnel. The texts are well developed and constantly brought up-to-date and we particularly noted the fine craftsmanship done by a half dozen of the fire-fighting personnel--they are truly works of art.

Recommendations. 1) The Committee on the San Francisco Fire Department recommends that sufficient funds be appropriated to provide for the purchase of additional Scott Air Paks, adequate number to assure that each position of a watch will have available him this most important safety device.

2) We endorse the plans of Chief Murray for construction of a new headquarters building adjacent to the Central Fire Alarm Station in Jefferson Square and urge that the Recreation-Park Department facilitate this project by immediately releasing the needed land for use by the Fire Department.

3) This Committee suggests that a study be made of the advisability of obtaining a second fireboat to provide adequate coverage of our waterfront and adjacent areas.

Conclusion. We think it noteworthy to mention that the Mayor's Committee On Municipal Management (Blyth-Zellerbach Committee) did not feel it necessary to conduct a study of the operation of the Fire Department. The San Francisco Examiner on June 11, 1961 reported the following remarks made by Mr. Marshall G. Mustain, project leader of the 16-man executive team which had just completed its 7-month study;





"One person who seems to be doing an excellent management job is Fire Chief William F. Murray. He seems to have a good management point of view and skill. He is the only one who consistently comes up with a budget less than the year before while managing to improve fire protection services."

1961 Grand Jury finds itself in wholehearted agreement with this  
ement.

In closing, this Committee wishes to thank Chief Murray and  
of those subordinate to him for giving of their valuable time,  
ful assistances and for their many courtesies.

The people of San Francisco can rest assured that their  
bly-led Fire Department is on the job 24 hours a day and is, every  
throughout the year, devoted to the protection of their lives and  
erty.

LOYAL H. GILMOUR, Chairman

FRANK R. GEIS

CHARLES H. McDONAGH, JR.



## DEPARTMENT OF PUBLIC WORKS

The Department of Public Works is one of comprehensive responsibilities. Each citizen of the City and County daily comes in contact with some facet of the operations of this department.

The duties and responsibilities of this department embrace the preparation of estimates of the cost of Capital Improvement Projects for the various departments and agencies of the City; the design, construction and maintenance of the City's streets, highways (other than state highways), traffic control, bridges, tunnels, sewers, sewage treatment and pumping facilities and most of the City buildings. It also issues building permits and street excavation and use permits, and supervises the dump for the sanitary disposal of the garbage of the city.

In addition, the Department's Bureau of Engineering is concerned with the freeway program, street improvements, projects on city property located in other counties, landslides, parking program, traffic signs operation, sewage system projects and standards, auxiliary water supply system, air raid warning system and landscaping.

The administration of this very important department rests with a director of public works; assistant director, administrative; and an assistant director, maintenance and operations.

The director is Mr. Reuben H. Owens, a licensed civil engineer, who has been with the City government since 1926. He is an associate member of the American Society of Civil Engineers, a member of the American Public Works Association and other associations pertinent to his career. This Grand Jury committee, in its several meetings with Mr. Owens found him to be most cooperative and accommodating. He is thoroughly familiar with his department and the problems of the several bureaus under his control. Mr. Owens is, in the opinion of this Committee, a responsible, conscientious and very able executive of our City government.

One of the major problems facing the Department of Public Works is the undesirable physical working space layout and widely separated locations of the working force. The employees of the Department are presently located in the following wide-spread locations: City Hall, McLaren Lodge in Golden Gate Park, 45 Hyde Street, and 450 McAllister Street.

The Blyth-Zellerbach Report recommends that every effort be made to consolidate, in one location, all the operations of the Department. They recommend an all-purpose administration type building to house all Department of Public Works personnel.

It is desirable that the Bureau of Architecture, presently quartered at 45 Hyde Street, be moved into the City Hall as soon as possible. In connection with the removal of the Central Permit Bureau and the Bureau of Building Inspection from the City Hall early in 1962 to the new location at 450 McAllister Street, it is hoped that the space in the City Hall thus vacated by these bureaus will be allotted to the Bureau of Architecture so that all personnel of this



Department of Public Works (continued)

Bureau will be in one central location. This will simplify administration and communication, and will eliminate the waste of time in travelling between the City Hall and 45 Hyde Street.

Personnel from the various departments concerned with the removal of permit applications - the Bureau of Engineering, the Department of City Planning, and the Fire Department - will all be at same location, 450 McAllister Street, thus expediting the issuance of the permits. This will apply to all building construction, alterations, demolition, electrical, plumbing, moving of buildings, driveways, street excavation, street use during construction, debris boxes, and other related work permits, which will be obtained at this one location.

Some of the recommendations of the Blyth-Zellerbach Committee which have been put into effect, or will soon be in effect, are:

A number of the employees formerly at McLaren Lodge who were transferred to the Department of Public Works by the 1960 charter amendment are now in the Bureau of Engineering at 45 Hyde Street and the Bureau of Accounts at 2323 Army Street.

In the Bureau of Engineering, staff communications has been improved and increased use of staff meetings is being made.

To assure a full complement of adequately trained personnel, college graduating classes are personally interviewed by staff members to inform them of the opportunities of a career in the City service. Student "In-service Training" positions have been established in cooperation with the University of California.

An engineer has been assigned to act as contract liaison officer.

Improvement will be made in the Testing Laboratory ventilation system to comply with safety regulations. A new "strength of materials" testing machine, for which funds were sought for many years, is now being purchased.

The Division of Construction is preparing a new Procedure Manual to insure uniformity of inspection.

Code amendments are being prepared to improve regulations on street use in relation to traffic, in cooperation with public utilities companies.

Applicants for building permits are now required to indicate on plans street and sidewalk grades. Hazardous cross-warps can thus be avoided.

Code changes are being prepared for submission to the Board of Supervisors to permit Department forces to perform certain street work beyond the capacity of small concrete contractors, such as restoring granite curbing at abandoned driveways.

Establishment of a new position of assistant to the superintendent of street repair, a recommendation made by the Blyth-Zellerbach Committee, will be submitted in the 1962-63 Budget Request.

Funds are being requested in the budget for additional mechanized street cleaning equipment. Overnight parking in the streets poses a problem in the full use of mechanized equipment in street sweeping.



Department of Public Works (continued)

The position of industrial waste engineer in the Bureau of Repair and Sewage Treatment, vacant for two years, has been filled, and the gas detection water chemist has been transferred from Division of Sewer Repair to the Division of Sewage Treatment.

Three automatic elevators for the City Hall are being re-estimated in the 1962-63 budget, at an estimated cost of \$260,000.

Some of the major activities of the Department of Public Works during 1961 are:

Rapid Transit. Participation in the activities of the Transportation Technical Committee of the Mayor's Transportation Council.

Geary Expressway. The new expressway along Geary Street from Franklin to Masonic with an underpass at Fillmore is complete and is scheduled to be opened about December 1, 1961.

Urban Renewal. The Urban Renewal Division of the Bureau of Building Inspection, with laudable cooperation by the property owners, made good progress in the program of rehabilitation and conservation of buildings in the Pacific Heights and Visitacion Valley areas.

Redevelopment. Construction of new buildings has been started in the Western Addition and Diamond Heights areas, and demolition is proceeding in the Golden Gateway.

The new \$19,000,000 Hall of Justice is open and partially occupied, and the last of the new schools under the 1956 School Bond construction program are being erected. These include the new Lowell High School, Southeast High School, and Jefferson Elementary School.

Dumps. During the year legislation was enacted for the control of dumps for the disposal of demolition and construction debris that include combustible materials. Enforcement of the regulations is alleviating a nuisance and an air pollution problem in the area of Islais Creek and north of Candlestick Park. Permits were issued for eleven dumps, and the need for a City-operated dump is questionable.

Following are the recommendations of this Grand Jury Committee:

1. That a building to house the Department of Public Works be strongly considered by the Department of City Planning and that they submit this recommendation to the Budget Priority Committee. It is recommended that this building be located in the area adjacent to the City Hall for the convenience of the public, possibly on the parking lot at Grove Street and Van Ness Avenue.
2. That pending the erection of such a building, the space in the City Hall which will be vacated by the removal of the Bureau of Building Inspection be allocated to the Bureau of Architecture, and that the Department's budget request for \$75,000 for a vault for storage of replaceable tracings be granted.





Department of Public Works (continued)

3. That the budget request for \$260,000 for three new automatic elevators for the City Hall be granted and installation started as soon as possible to eliminate a very dangerous situation. It is hoped that this improvement is made before some unfortunate tragedy brings present obsolete single-door operation to the Public's attention resultant condemnation.

This Grand Jury Committee wishes to commend all the personnel of the Department of Public Works who have assisted us on our visits to their department and the facilities under their jurisdiction.

HARRY J. LAWLOR, Chairman

FRANCIS C. MIRALDA

ARNOLD W. SPINETTI



## SHERIFF

The Sheriff's function in the City and County of San Francisco embraces eight main categories, which are listed below, with comments:

- (a) Management of the Civil Department, which last year processed legal writs involving \$806,917 in money, possessions, etc. In recent years there has been a great increase in the workload of this department, with almost no personnel added during the last ten years. As an indication of the increased load, the amount of properties attached has almost doubled over five years ago. The number of employees should be increased to enable the Sheriff to provide better services which are required by law. This department has been handicapped for a long time, and the Sheriff has found it difficult to get relief in his budget.
- (b) Supervision over all bailiffs (42) in the Superior and Municipal courts, both civil and criminal.
- (c) Management of four county jails. Last year, daily average population was 800, with 8,894 new admissions. Types of prisoners include 1) persons charged with felonies and federal offenses; and 2) persons serving time for conviction of misdemeanors (up to maximum of one year). The following table shows some revealing facts:

### Commitments to the County Jail for Specified Offenses

	<u>1956-57</u>	<u>1957-58</u>	<u>1958-59</u>	<u>1959-60</u>	<u>1960-61</u>
Felonies	715	944	1,272	1,569	1,692
Federal	1,321	1,451	731	807	791
Misdemeanors	<u>6,835</u>	<u>7,438</u>	<u>8,033</u>	<u>7,942</u>	<u>6,411</u>
	8,871	9,833	10,036	10,318	8,894
Average Daily Prisoners	834 (up 24%)	882 (up 5.7%)	922 (up .4%)	842 (down 8%)	800 (down 5%)
Grants/Drunks	4,100	4,370	4,172	4,518	2,735

Sharp increase in felony prisoners reflects the general increase in crime in recent years. These are pre-sentenced prisoners, and they have presented serious security problems for the Sheriff at the county jail at San Bruno due to over-crowding. This jail is intended for misdemeanants serving sentences, and has a capacity of 600 prisoners. In seven months last year its capacity was exceeded, with high point of 729 reached in March. Many of these were felony cases transferred from the downtown jail because of over-crowding there also. This situation will be alleviated with the occupancy of the new downtown jail in the new Hall of Justice in January, 1962.

However, in order to operate the new downtown jail safely and efficiently the Sheriff has requested from the Mayor and the Board of Supervisors twelve additional jailers - three on each watch, covering seven-day operation. His custodial strength now is 24, including



Sheriff (continued)

superintendent and 3 captains, to cover the total downtown operation. The new jail will house up to 296 felons as against the present holding capacity (maximum security) of 168. The daily population of felons presently housed ranges between 200 and 225. The bulk of services (feeding, housekeeping, janitorial, laundry, etc.) is presently being handled efficiently, under supervision, by trustees. This policy will continue. The need for these additional jailers at the new location is to provide a continued element of safety and protection of the public in the operation of the county jail system, employing only those guards and deputies urgently required. This Committee has examined this problem, and agrees that these twelve additional jailers are urgently needed. The new operation, which will relieve the stress of overcrowding at the San Bruno jail, will add much to the efficiency of the whole jail operation. Incidentally, this new facility replaces the jail built in 1912.

Examination of the table above shows that the average daily population of the jails, with over-strained physical facilities, has been kept down by the attention given to misdemeanants serving time. Reduction in the number of "drunk and vagrancy" cases serving sentences - from 4,518 to 2,735 this past year - is especially significant. It speaks well for "re-habilitation."

It is a compliment to Sheriff Matthew Carberry's administration, and to his jail staff under Superintendents Frank Smith and Thomas Burns - that they have served as a well-organized team, with a sense of loyalty and responsibility, often under difficult conditions. The committee has personally examined all jail facilities and found them clean and efficiently operated.

- (d) Management of County Jail Farm of 110 acres adjacent to San Bruno Jail. More than 360,000 pounds of edible produce was produced at this farm last year, principally by the use of voluntary jail labor. This farm, efficiently operated, enables the Sheriff to feed his prison population on a daily food budget of 51¢ per prisoner for three meals.
- (e) Supervision of correctional and rehabilitation program at the county jail, using psychiatric and counselling services and assistance from private welfare agencies. This program has been operated with assistance also by the Department of Public Health. A practical and humane program has returned many alcoholic offenders to useful living and has saved the taxpayers considerable money.
- (f) Chairmanship of the County Parole Board, which holds monthly oral hearings of inmates seeking release.
- (g) Business management of the Sheriff's Office, with an annual budget of \$1,454,694 and a payroll of 171 permanent employees. Last year the sum of \$153,785 in fees collected by the Sheriff's Department was turned in to the General Fund.
- (h) Transportation of mental patients under Superior Court commitment to various state institutions. Last year 2,963 such patients were transported. Also, 844 convicted persons were transported to state penitentiaries and other penal institutions by the



Sheriff (continued)

Sheriff's deputies.

Sheriff Carberry's record shows long experience in law enforcement and in public and private business administration. He devotes full time to his office, and his whole operation is to be commended. The members of his staff, including Undersheriff John Figone, Civil Deputy Howard Dunn, Jail Superintendants Frank Smith and Thomas Burns, and Confidential Secretary Edwin Kenney, have done a good job for the people of San Francisco under his able leadership.

GASTON I. GOETTING, Chairman

BURL A. TOLER

CHARLES J. FOEHN





## PUBLIC UTILITIES

During 1961 the Public Utilities Committee took a long look at the varied operations of the four divisions of San Francisco's Public Utilities - the Water Department, Hetch Hetchy Project, International Airport, and the Municipal Railway - and as the result of its studying this Committee is happy to report that this vital area of city government is in excellent shape indeed.

Numerous inspection trips of the vast properties of the Public Utilities Commission were made by the Committee during the year, many conferences were held with the officials concerned. Complete cooperation was extended at all times by Manager of Utilities Robert Kirkwood and by General Managers James H. Turner of the Water Department, Oral L. Moore of Hetch Hetchy, Belford Brown of the Airport and Vernon W. Anderson of the Municipal Railway.

Although it has been an important year for all of the Utilities, it was a particularly crucial one for those concerned with water. The high point was reached in the November election when San Franciscans gave an amazing 11 to 1 majority vote to the \$115,000,000 bond issue to increase the storage and transmission capacity of the Hetch Hetchy water system. This was the largest bond proposal in the City's history and it was approved by the largest majority in the City's history. The Committee believes the overwhelming approval was the result of San Francisco's traditional support of its splendid water system, of its awareness of the dire need for expansion of the system so dramatically pointed up by three consecutive drought years, of its recognition of a proposal that was both well-justified and gently presented. It should be pointed out that not only does the water bond approval insure a continuing supply of water for San Francisco, but it also provides the same insurance for the communities on the Peninsula and around the south bay whose growth and prosperity have been largely dependent on San Francisco's water system.

The economic impact of the Utilities operations, sprawling over some seven counties from the Bay Area to the High Sierra, is reflected in the more than \$1,375,000 taxes paid to neighboring jurisdictions. This impact is particularly significant so far as San Mateo County is concerned, that county receiving some \$650,000 for taxes on International Airport and Water Department property. In addition, the Airport provides employment for over 14,500 persons with an annual payroll of some \$110,000,000, of which more than \$80,000,000 is distributed in peninsula cities where most Airport employees live.

Highlights of the Airport's year included: Recording, for a second consecutive year, of more than 5,000,000 passengers; groundbreaking for the big \$8,500,000 south terminal building, scheduled for completion in early 1963; start of planning for an 8,000-car, multi-level garage; and the addition of three new airlines, Delta, National, and San Francisco-Oakland Helicopter, bringing the number of scheduled airlines serving San Francisco and the Bay Area to sixteen.

With the cooperation of the Police Department, the Board of Education, and Juvenile Court authorities, the Municipal Railway launched an all-out war against the hoodlums and vandals who annually



## Public Utilities (continued)

San Francisco taxpayers hundreds of thousands of dollars. All involved in this effort are to be commended, and the Committee hopes there will be a continuing effort.

A significant action took place in May when Secretary of the Interior Stewart L. Udall gave the federal "go ahead" to the long-delayed second and last unit - the Canyon Power Project - of the Hetch Hetchy power development being constructed under the \$54,000,000 bond issue voted in 1955. Revenue from the Canyon Project, expected to be completed in 1964, as well as from the Cherry Project, completed a year ago, was an important consideration in the "no cost to taxpayers" argument of the water bonds.

This Committee hopes that the water bond approval will make possible substantial rate reductions within the year.

-----

## BOARD OF SUPERVISORS

In its appraisal of the composition, operations and functions of the Board of Supervisors, your Committee attended some of the Board's meetings as well as sessions of the Board's committees, reviewed pertinent records, and considered present procedural practices in the light of the community's experience during earlier years.

As to the composition of the Board, it appears that the number and method of election is well designed to provide maximum legislative benefit for the City and County. During the first part of this century the Supervisors numbered 18, but a legislative body of that size in San Francisco proved somewhat unwieldy. The present assembly will appear to strike a proper compromise which permits sufficiently broad cross-section representation with a quorum present during all meetings.

Periodically an effort is made to reconsider the number of members constituting the Board of Supervisors, and at the present time there is pending in the Board's Judiciary Committee a proposed charter amendment which would reduce the number to 5, to be elected by assembly districts, rather than 11 elected at large, as at present. Your Committee feels that our Board of Supervisors does not have the same basic role and responsibilities as the supervisors in other counties in the state. Although our supervisors carry out some of the mandatory functions of county supervisors, they are essentially city councilmen-legislators who by Charter edict are forbidden to interfere with the administrative responsibilities placed in the hands of other designated officials. Therefore we are of the opinion that the present part-time Board should be retained and thus continue to devote its time to policy-making and legislation, avoiding interference with the day-to-day administration of the various City departments. Our hybrid form of government, combining city and county functions and intermingling the commission set-up with the city managerial type, in practice is working very well and should remain undisturbed insofar as the citizen-legislator body is concerned.



## ard of Supervisors (continued)

Even though nominally part-time, the Board must deal at some length, and with considerable concentration, with a multitude of matters vitally affecting the health, welfare and safety of the community. During one regular Board meeting in the month of May of this year - to take a random example - the Board of Supervisors enacted resolutions and ordinances pertaining to appeals from zoning decisions of the City Planning Commission, leases of recreation and park facilities, settlement of litigation, appropriation of funds in excess of a million dollars for personal services, contractual services, materials and supplies, equipment and public improvements for various city and county departments, street vacations, openings, widenings, improvements and encroachments, cancellation of taxes, public welfare aid, purchase, lease and sale of real property, and proposed charter amendments. This was not an unusual amount of business for transaction at a Board meeting, but rather is representative of the usual weekly calendar.

It should be observed that the bulk of business which regularly comes before the Board is processed prior to such consideration by means of public hearings held before one or more of the eleven standing committees of the Board, which meet sometimes weekly and sometimes more or less frequently, as conditions dictate.

The regular meetings of the Board of Supervisors, held each Monday afternoon, are conducted with dispatch and decorum. Special attention is made of the role played in assuring satisfactory conduct of the meetings by the Board's president, Dr. Charles A. Ertola, who presides in effective and constantly watchful fashion over the proceedings, and whose parliamentary rulings are invariably accepted in good grace by his colleagues. Committee meetings are likewise conducted in an orderly manner, with careful attention being given to the requirement that all interested persons be given an opportunity to be heard fully and fairly on calendared matters. The committee system used by legislative bodies on other governmental levels and adopted by the Board of Supervisors has been eminently successful in expediting the impressive volume of legislative detail which comes before the Board.

An analysis of the Board's records reflects that the Board's continuing program of consolidation and elimination of legislation is bearing fruit in the nature of substantial economies of time and funds. Examples, accomplished by directives of the Finance Committee, are:

Supplemental appropriations are included in an omnibus ordinance once each quarterly period during the fiscal year in all instances possible, rather than in a separate measure for each department on every occasion when a fund shortage is experienced or anticipated. 1) At the time a department finds that one of its accounts requires a supplemental appropriation it is directed to review all of its accounts to determine their adequacy for the balance of the fiscal year and then submit one request for all necessary purposes. 3) Requests for payment of lost or destroyed bond coupons and warrants are accumulated and payment therefor is authorized semi-annually rather than on receipt of individual requests. 4) Applications for grant or relinquishment of easements are accumulated until sufficient in number to warrant the expense attendant upon adoption of a resolution, in addition to requiring a usually nominal payment from the grantee to cover the City's administrative costs. 5) Omnibus amendments of the annual salary ordinance are employed, instead of the large number of





## Board of Supervisors (continued)

such measures heretofore adopted affecting individual departments.  
) Inventory adjustments are authorized semi-annually instead of each time a loss occurs.

It is interesting to your Committee to note that in 1957 the Board of Supervisors enacted and adopted 1972 ordinances and resolutions; in the past year, 1404 - a reduction of about 29%. An idea of the tremendous savings effected can be grasped from the realization that 29% of the Board's official advertising appropriation is about \$24,000. Added to that are sizeable (thousands of dollars) savings in related costs (personnel and materials) of typing, accounting, investigating, reviewing, public hearings, indexing, filing, certification, proofreading, binding, storage, etc.

Your Committee suggests that renewed attention be devoted to the possibility of microfilming the originals of the Board's ordinances and resolutions and its Journal of Proceedings, in order that suitable duplicates may be preserved in the event of disaster and destruction of originals. While it is acknowledged that the cost of reproduction of originals going back to 1906 would be substantial, further investigation should be pursued, with particular stress on the desirability of permanent storage of originals to date in an impregnable repository, with microfilming of future originals on an annual basis, to be followed by consignment to such storage.

During the last year alteration of the members' and staff quarters was completed, and your Committee's reaction thereto is that the business-like atmosphere and newly designed work-flow made possible by the changes has increased efficiency and is wholly salutary. Steps have been taken to redesign the Board's committee meeting room and thus provide modern, convenient quarters which would include adequate lighting, ventilation, seating and public address facilities. Your Committee understands that the Department of Public Works Bureau of Architecture has the project under study, and we recommend its completion at an early date in order to further expedite committee deliberations and afford greater convenience to the public.

During the current year the Board has promulgated, for the first time in San Francisco's history, a set of procedural rules for its proceedings when it sits annually as a County Board of Equalization. The rules have been designed to clarify procedures for the Board, the public and the Assessor, and initial experience with them indicates they will enjoy marked success.

Notwithstanding the growing demands of increased community services, as reflected in matters coming to the attention of the legislative body, the Board's staff has accommodated itself thereto by adhering to principles of flexibility and interchangeability, and through redistribution of duties, absorption of functions and adoption of more efficient working techniques has made it possible to avoid increases in personnel. As a matter of fact--and a rather astounding fact in view of bureaucratic practices sometimes found in governmental structures--the Board's staff now numbers 15, the same number as in 1932 when the present charter went into effect, despite the greatly enlarged demands made upon the employees and the legislative body.





Board of Supervisors (continued)

Your Committee repeats the suggestion of several former and juries to the effect that the Charter of the City and County be subjected to a thorough overhaul with a view to the elimination of obsolete, repetitive and purely administrative material, streamlining our basic law so that repeated amendments, which now number more than two hundred, will not be necessary.

CHARLES J. FOEHN, Chairman

HARRY J. LAWLOR

ARNOLD W. SPINETTI.



## POLICE DEPARTMENT

It has been a privilege and a pleasure to serve on the Police Committee of the 1961 Grand Jury. This Committee has spent many hours examining the operations of the Police Department. We have visited every bureau, district station, and unit within the Department. We have observed at first hand the preparation for, and the actual policing of, many major events. San Francisco can well be proud of its Police Department, and especially of the "esprit de corps" that radiates throughout the entire agency.

We wish to compliment Mayor George Christopher for his excellent choice of three outstanding citizens to serve as police commissioners. We wish to extend our compliments to the Police Commission for their selection of a top aggressive police team headed by Chief of Police Thomas J. Cahill and Deputy Chief of Police Alfred J. Alder.

The effective patrol force of the Department has become greatly diminished. Many of the foot patrol beats in San Francisco are, out of necessity, go uncovered. Coverage for these beats is provided, somewhat sparingly, by radio car patrol. Token coverage only can be given in this way, since radio car personnel are frequently engaged in time-consuming activities connected with their own assignments. These include investigation of complaints, rendering of all types of services, making arrests, and booking prisoners.

This Grand Jury Committee recommends that additional manpower be given to the Police Department, and that thought be given to the possibility of using personnel other than trained police officers for the performance of clerical work. This would, in our opinion, take trained men from behind desks and put them into the field, where they are needed. Every man in the Department is a policeman, first, and an administrator second. "Operation S" has certainly shown that every officer in the Department is ready, willing and able to do the job for which he has been trained.

We daresay no police department ever has sufficient personnel to perform all of the many and varied duties required of it. Consideration must be given to the fact that the personnel of the Department must be distributed over the 24 hours of the day, 7 days a week, Saturdays, Sundays, and holidays. Leisure time activities engaged in by the general public require police supervision. The fact that more and more people are working fewer hours per day and less days per week, and with employment and compensation for such employment at an all-time high, more and more police manpower is required for the supervision of public activities. Major special events, parades, athletic contests, and other activities which draw large crowds must of necessity be supervised. Each such event requiring this police supervision is in effect depleting the patrol force at an alarming rate. The police officers themselves now enjoy a five-day week. This shorter work week, coupled with time off due to vacations, sickness, disability, military leave, etc. further depletes the effective strength of the Police Department.



## Police Department (continued)

This particular Police Committee has been privileged to be in office during a period of monumental change for the Police Department. At the beginning of our term of office we visited the Police Commission, the Chief of Police and the operating units of the Department in their dingy, crowded, ill-lighted, and totally inadequate headquarters at the old Hall of Justice at Kearny and Washington Sts. We observed with interest the preparation of plans, and watched closely the actual moving of the Department to the functional, operational headquarters at the new Hall of Justice at 7th and Bryant Streets. The Chief of Police and the men of his Department are to be highly commended for a smooth, efficient move which at the same time allowed no curtailment of police services for the citizens of San Francisco.

During this Committee's tenure in office we joined with the Chief of Police and the Police Commission in a thorough analysis of the Blyth-Zellerbach Report, with particular reference to sections dealing with the Police Department. As grand jurors we feel it imperative to point out the comment included in the Report that "many of the more important recommendations contained herein stem from the intelligent suggestions of members of the Police Department." This Committee was impressed by the manner in which the Police Department dissected, digested and deliberated upon the various recommendations of the Blyth-Zellerbach Report. It should be clearly pointed out that in essence the Police Department concurs in fourteen of the sixteen recommendations contained in the Report. In the consideration of each such recommendation we observed the application of a sound professional police approach toward the implementation of a workable program based on the recommendations. The members of this Committee were present at the public hearings of the Board of Supervisors when the Blyth-Zellerbach recommendations were discussed. The President of the Police Commission and the Chief of Police appeared and presented in detail their considered comments on the recommendations made. This presentation again indicated the extreme thoroughness with which the Police Department had examined its own affairs, its methods of procedure and its operational requirements. It clearly and forcibly demonstrated the sincerity and dedication of effort on the part of San Francisco's police administrators. One recommendation with which the Department did not concur dealt with the retention of district police stations. The President of the Police Commission and the Chief of Police set forth in very clear, understandable and logical terms their very cogent reasons for the retention of such district stations. May we point out that in 1937 San Francisco reduced the number of district stations from fourteen to nine. The present planning on the part of the Department indicates a further reduction of district stations to eight. Their over-all future planning calls for a complete redistricting of all station areas on what appears to be a very sound and logical basis. We were greatly impressed by the amount of detailed study and analysis performed by the Police Department which lent a great deal of credence to their recommendations at the Board of Supervisors' public meeting. We noted with great interest the comments of the Supervisors' Finance Committee, who themselves, on a previous occasion, had examined at length this question of retention of district stations. The comments of all three members of the Finance Committee were unanimously in favor of retention of district stations, based upon their own investigation and thorough study conducted with the police authorities. The Police Committee of the Grand Jury concurs with both the Board of Supervisors and the San Francisco Police Department in the proposed reorganization of district stations as set forth by the Police Commission and the Chief of Police.



Police Department (continued)

This Committee has examined in detail the future plans for construction of a new Central Station on Vallejo Street and the relocation of the present Potrero Station to a more suitable location in the Bayview District.

When this Committee first met with the Police Department we were advised of the proposed complete reorganization of the Traffic Bureau and of the consolidation of other units, upon occupancy of the new headquarters at the new Hall of Justice. This reorganization has been effectuated and the anticipated benefits of such consolidation are now an accomplished fact.

It must be pointed out that, according to the Federal Bureau of Investigation National Crime Reports, crime throughout the Nation is in an ever-increasing spiral. San Francisco can be pointed to with pride as one of the few cities, large or small, in which the rise in crime has not kept pace with the national average.

Most surveys, studies and reports dealing with a police department limit themselves to the presence or absence of criminal activity within a particular jurisdiction. As pointed out, San Francisco's crime rise falls far below the national increase. But police departments deal with many things other than criminal activity. The supervision of conduct, non-criminal in nature, requires a great proportion of police time. One of the big tests that can be given to any police department is the manner in which they handle large crowds of people and serious traffic congestion. We were privileged to observe at first hand the effective preparation for the Family Rosary Crusade Rally held in Golden Gate Park on October 7, 1961. This rally brought together in one place the largest number of people ever assembled in California at one time. The traffic problem reasonably to be anticipated was tremendous. The intense detailed planning, when translated into operational orders, made this one of the most smoothly handled events that we have been privileged to witness.

Members of this Committee, have, on many occasions, joined with Chief Cahill's hand-picked crime prevention unit, which has been designated "Operation S". We were quite impressed by the amount of crime analysis being performed, the thorough briefing, and the attitude and demeanor of the men assigned to this particularly difficult and sensitive assignment. The thoroughness with which the assignments are made by matching units to the location or probable criminal activity at the time, place and in proportion to the amount of criminal activity to be anticipated was quite revealing to the members of the Committee. We were greatly impressed with the professional manner in which interrogations, investigations and apprehensions were made by these men. The caliber of men assigned to "Operation S" is indicative of Chief Cahill's insistence on strict standards of selectivity of his recruits and his demand for higher physical, mental and moral standards.

Week after week we have had the opportunity to observe members of the Police Department who appear before this Grand Jury in the course of the district attorney's requests for indictments. Many members of this Grand Jury have requested that this Committee mention in





Police Department (continued)

its report the general favorable impression of the entire Grand Jury on the appearance and competence of these officers.

This Police Committee wishes to wholeheartedly commend the Police Commission, Chief Thomas J. Cahill, and the members of the San Francisco Police Department for their sincere, dedicated and unceasing efforts in performing the complex, many times thankless, and often times dangerous task of enforcing the law and preserving the peace in San Francisco.

ARNOLD W. SPINETTI, Chairman

FRANCIS C. MIRALDA.

LOYAL H. GILMOUR



## ULT PROBATION

Comparison of work performance of the Adult Probation Department during the past five years indicates a constantly rising trend in the activities of the Department; this should provide a sound basis to evaluate the needs of the Department to function properly in the administration of probation in the community.

During the past year a total of 7,755 investigations were handled by a staff of 25 probation officers. Of this number, more than half were pre-sentence investigations which could easily occupy the full time of probation officers; however, their other duties include supervision of probationers, collection of funds, investigations for modification of jail sentences, handling special investigations and many miscellaneous activities.

As a result of court orders, 5,892 defendants were placed on probation and these are supervised by twenty-five officers. Each officer, in addition to making pre-sentence investigations for the court, supervised approximately 227 probationers, which is more than twice the capacity of any probation officer for proper work performance and effective supervision, according to nationally recognized standards. In this area it is necessary to have more officers in order to render better service to the courts and the community.

During the past year \$562,235.00 was collected by this office for child and family support. Aside from the aid that this sum afforded destitute mothers and children, a secondary factor that is often overlooked is that were this department not able to make such collections it would ultimately reflect in the local tax rate, since these mothers and children would become charges of the City and County via our relief rolls if their maintenance was not provided through these collections.

Six persons assigned to this particular division were burdened with the responsibility of supervising approximately 1,500 cases. That they have been able to collect the amount they did is certainly commendable, but it is also to be recognized that if this division were properly staffed the returns to needy mothers and children could be increased by fifty percent. with a corresponding saving to our city's relief rolls.

It was noted that \$224,760.00 was collected for merchants, banks, and other businesses in this community in cases involving restitution, and that \$268,540.00 was collected in fines which rebounded to the benefit of the City and County of San Francisco. This shows a total of \$1,055,535.00 handled during the year, indicating a very small net cost to the City and County of San Francisco for this office.

Unfortunately, the above findings are not being brought to light for the first time. For the past ten years, without exception, the Grand Jury reports, the Judges of all departments of the Criminal Courts, as well as the legal fraternity and local newspapers, with no dissent, have repeatedly pointed out the sad lack of adequate personnel in this important office.



ult Probation (continued)

Fortunately, the staff of this Department has worked tirelessly in an earnest effort to assist all who have come under their pervision through the years; but, nevertheless, it must be admitted that the total services being offered do not measure up to those of neighboring communities that are more adequately staffed.

The Chief Probation Officer, John D. Kavanaugh, a most capable administrator, has indicated that he contemplates making a request in his forthcoming budget for the following additions to his staff:

- 4 Probation Officers
- 3 Stenographers
- 1 Office Assistant.

These new employments would materially assist the Department in rendering better service to the courts and to the community.

We recommend that the next Grand Jury Committee take this matter up in the early part of their term of office, and strongly urge the Mayor and the Board of Supervisors to grant Mr. Kavanaugh's request for assistance in his efforts to render the highest possible service.

HAROLD A. BERLINER, Chairman

FRANK R. GEIS

RICHARD ARNSTEIN

MRS. INA LERER



## REGISTRAR OF VOTERS

The 1961 Grand Jury Committee on the office of Registrar of Voters has had the opportunity of meeting with the Registrar, Mr. Charles A. Rogers and found that the business of this department of our city government continues to be conducted at the high level of efficiency established over the years by the former Registrar, Mr. Thomas A. Toomey, who gained on November 1, 1960 well-earned retirement after a long period of faithful service. Mr. Rogers, who held the civil service position of Deputy Registrar at the date of Mr. Toomey's retirement, was appointed Acting Registrar and upon certification following an examination, became our Registrar of Voters on January 9, 1961. The permanent staff of 24 is approximately the same numerically as it was in 1932 when the Charter was adopted.

The Registrar of Voters is responsible for the conduct, management and control of voter registration and the holding of elections and all matters pertaining to elections in the City and County of San Francisco. Our use of voting machines during the past 10 years is a major factor in the issuance of early election night ballots. In addition to the conduct of general state and local elections, the Registrar also supervises the holding of Health Service and Retirement Board elections. The small permanent staff is augmented at election time by a large number of experienced seasonal workers.

San Francisco continues to have a higher than average ratio of voter registration and voting activity by the electorate. In an effort to speed up election returns throughout the state the Legislature has ordered that all absentee ballots be returned 3 days prior to an election and counted on election day. Senate Bill No. 22, introduced in the Legislature by Senator Albert S. Rodda of Sacramento, which would permit a maximum charge by the Registrar of 5 cents per name in the verification of signatures on initiative petitions, failed to receive the endorsement of the 1961 Grand Jury.

Members of this Committee visited the Registrar's office on the night of our last local election, November 7, 1961, and had a close-up view of smoothness and dispatch with which the vote tabulation was carried out. The estimate of Mr. Rogers as to the total vote cast proved amazingly accurate. Newsmen assigned by several radio stations made their broadcasts of the election results direct from the office, conducted interviews of successful candidates and promptly advised their listeners of the success or failure of the various propositions and issues.

When not in use, the city's 1,650 voting machines are stored in a portion of the car barn at Geary Boulevard and Masonic Avenue. The area assigned to the Registrar includes office space for the Custodian of Voting Machines and his staff as well as for the warehousing, maintenance and repair of the machines. The Committee notes with satisfaction that considerable improvement in lighting has been achieved during 1961 through the installation of modern electrical fixtures.





## REGISTRAR OF VOTERS (Cont.)

Mr. A. W. Kelleher, Custodian of Voting Machines advised the Registrar on October 17, 1961 of his awareness of water and moisture damage to a number of the machines in his care. This damage, resulting in rust and corrosion, has been caused by leaks in the skylights and cracks in adjacent areas during and following rainstorms. He expresses concern over this problem, pointing out that the incidence of rust will cause rapid deterioration of the stored machines, the replacement value of which is approximately \$3,000,000. The maintenance crew has attempted to keep the damage to a minimum by covering the machines with waterproof material, but finds that this does not entirely halt the moisture damage.

The Registrar advises this Committee that he experiences considerable difficulty in obtaining competent people to staff precinct polling places on election days and therefore has been forced to utilize the facilities of the Department of Employment to secure applicants. The referrals do not always represent persons of the greatest stability and many fail to show up or upon inquiry, decide that the work is just not worth their effort. There are always those few inspectors whose supplies are delivered to them on Sunday prior to election day, who also fail to appear. This results in the necessity of hiring from 20 to 40 persons on a stand-by basis, all of whom must be paid whether their services are required or not. We believe that these breakdowns in the system might be ascribed to a growing lack of desire for civic duty.

In order to alleviate these shortages in precinct personnel, the Legislature in 1961 amended Section 1613 of the Election Code as follows:

"Where there are not sufficient qualified applicants for positions of election officers, the Board of Supervisors (the Registrar of Voters in San Francisco) may appoint persons employed in a permanent capacity by the State, county, city or city and county of their residence to serve as election officers. No more than two persons so employed shall be appointed to serve in any one precinct."

Mr. Rogers has requested the Civil Service Commission to render a decision as to whether or not employment of our city employees will violate the Commission's Rule 26, which at present does not permit this procedure. These placements could not be made in elections of a purely local character.

In mid-1961 the members of this Committee met with the Registrar of voters and others and discussed each of the recommendations of the Blyth-Zellerbach Committee. We are in agreement with Mr. Rogers as to his reasons for effectuating, or inability to place into effect, the Committee's suggestions.

As of the date of this report, the Civil Service Commission has failed to hold an examination for the position of Assistant Registrar, left vacant upon the certification of Mr. Rogers on January 9, 1961. Appointment of an assistant to relieve the Registrar of administrative details, including lesser policy



## REGISTRAR OF VOTERS (cont.)

decisions. was advocated in the Jacobs report as having considerable merit. Existence of this position under a different title was of great advantage during the long illness in 1952 of the previous Registrar.

The 1961 Grand Jury Committee on the Registrar of Voters makes the following recommendations:

- 1) Immediate action should be taken by the Department of Public Works to make water-tight the skylight and roof area of the voting machine warehouse. We urge all possible speed in order that our investment of millions of dollars will be protected from further moisture damage.
- 2) We advocate a revision by the Civil Service Commission of its Rule 36 to the extent that it will grant general approval to cover one-day employments of permanent civil service employees as precinct election officials in state and general elections.
- 3) This Committee suggests that a survey be conducted among the other 57 counties to determine the rate at which election officials are paid and that if, as a result of such study, an increase in our \$15-\$18 per diem rate is warranted, such adjustment be promptly made as one approach toward the securing of competent officials.
- 4) This Committee urges that the Civil Service Commission give immediate consideration to the holding of an examination for the position of Assistant Registrar of Voters.
- 5) We feel that a more efficient plan of traffic control and parking should be devised which will permit election inspectors, charged with the responsibility of delivering the election registers and equipment, to perform with the least amount of delay, their appointed tasks.

This Committee expresses its sincere appreciation to Mr. Rogers and his staff, all of whom labor diligently in behalf of San Francisco and her citizens, for the courtesies extended throughout 1961. We rest assured in the knowledge that the affairs of the office of Registrar of Voters are being conducted in an efficient and business-like manner. In San Francisco, where the booths are available for the casting of ballots for 12 hours as against 12 in all other California counties, Mr. Rogers and his crew of permanent and temporary employees may be counted upon to provide as usual, the first substantial figures in our next election.

CHARLES H. McDONAGH, JR. Chairman

HAROLD A. BERLINER

VINCENT J. CALLAN

GEORGE LOEHRSEN



## FINANCE AND RECORDS

The 1961 Grand Jury Committee on Finance and Records had the opportunity of meeting with the director, Mr. Virgil L. Elliott, on several occasions during the year. He is the appointing officer for 197 employees in several city departments under his jurisdiction upon whose functions and activities this Committee has reported under their separate headings. We found in Mr. Elliott a very capable administrator who, along with the heads of the departments under his jurisdiction, and their staffs, avail themselves of training activities afforded by the University of California Extension Division, and other agencies. Participation in these extra-curricular pursuits make even more valuable the services which they render our citizens. Members of our Committee were placed on a mailing list, and each month we received a copy of the "Employees' Newsletter." It is well edited and is an excellent example of employee communication.

We learned that Mr. Elliott is plagued by the same regulation under Civil Service which affects other department heads. This is the rule which permits city employees to use accumulated sick leave immediately prior to retirement. This practice on the part of the inconsiderate few penalizes those who are to be promoted and tends to tie the hands of the administrator in filling job openings. We think that consideration should be given leading to the correction of such abuses in our civil service system.

Future objectives for the various divisions under the Director's supervision as enumerated in his 1960-61 annual report to the Chief Administrative Officer are most commendable and deserve thoughtful consideration of all concerned.

This Committee offers its congratulations to Virgil Elliott and to all those in his charge for the effective manner in which they exercise their responsibilities. We take this opportunity of thanking him for the many courtesies which he and others extended throughout this year, and for the time so generously given in our behalf.

-----

## COUNTY CLERK - RECORDER

The office of Recorder, formerly combined with that of the Registrar of Voters, became associated with the office of County Clerk on November 1, 1960. This Committee of the 1961 Grand Jury will here discuss the functions of each office as separate entities although they are jointly under the administration of Mr. Martin Mongan.

### County Clerk

The County Clerk's office acts as the ministerial arm and office of record of the Superior Court in San Francisco. It also maintains certain statutory indices, including those for Corporations Partnerships and Fictitious Names, and Notaries Public. Marriage licenses are also issued by this office. There still exists a wide gulf





## County Clerk (continued)

between operating expenses and fees collected, but the county clerk, Martin Mongan, finds his hands tied because the amount of certain fee is established by legislative action in Sacramento. Income from fees during the fiscal year 1960-61 rose slightly to a total of \$250,281 from the 1959-60 figure of \$247,146.

This Committee was pleased to note the improved lighting and fresh coat of paint on the ceiling and walls of the office, and we trust Mr. Mongan meets with success in his efforts to secure new binders for the Civil and Probate indices. The criminal division of the County Clerk's office will be transferred to the new Hall of Justice as soon as the criminal departments of the Superior Court are able to make their move to this location, the new target date for which is early in January, 1962.

During the fiscal year 1960-61 the microfilm process was substituted for photostat, and this conversion resulted in considerable monetary and space savings and in the reduction of one employment. The new procedure permits the photographing, on 16 millimeter film, of all judgments, decrees, licenses and other documents, and makes them available for immediate viewing through a "reader" or enlarger. A second copy of filmed items is stored in the underground vault in Twin Peaks Tunnel.

We are happy to report that the County Clerk's office functions efficiently, and we were favorably impressed with the neatness of the office and the orderly manner in which the various records are filed and maintained.

This Committee associates itself with the efforts of Mr. Mongan and county clerks of other jurisdictions in urging the attainment, through legislative action at the State level, of upward revision of certain fees in order that charges for services to litigants will more nearly approach the costs involved.

-----

## Recorder

The Recorder's office receives for recording all papers or notices that may by law be recorded, makes and maintains a true copy of the original through microfilm procedure, indexes all records and makes available their inspection by interested parties. Funds for the microfilming of old records dating from the 1906 fire were approved in the 1960-61 budget. This is a long-range program, and we found this work to be progressing satisfactorily.

Receipts during 1960-61, made up of recording, special service, and marriage license recording fees, amounted to a total of some \$240,400. Expenditures for salaries and other purposes amounted to approximately \$165,000. The excess of income over expense thus amounted to approximately \$75,400. Other items of miscellaneous income not included here are \$1,830 collected by the Real Estate Department for rental of desk space used by title insurance companies, record searchers, etc.; \$19,101 estimated work done on behalf of veterans and their dependents, compensation and pension claimants, all





## Recorder (continued)

performed without fees, as required by law, and approximately \$200 in gratuitous services performed for other departments of our City-County government.

During 1960-61 the Recorder's office filed and recorded 105,460 documents of all types. The present system of indexing documents is performed by manual means, utilizing the services of four employees. Our Committee shares the view of Mr. Mongan that this work could more efficiently and economically be done by mechanical means at such time as our new electronic data processing system becomes available.

The members of this Committee are grateful for the opportunity of meeting with Mr. Mongan, commend him for the high standards under which his department operates, and extends its thanks for his courtesies and time cheerfully given in our behalf.

-----

## PUBLIC ADMINISTRATOR

The office of Public Administrator, under the able direction of Mr. Cornelius Shea, is responsible for the administration of estates of deceased persons who die intestate where there are no heirs of the decedent residing in the State, or in instances where a decedent dies testate but where an executor is not named or, if one is named, he is unable to, or fails to, qualify and there are no heirs residing in California.

This office is unique in that it is a self-supporting division of our municipal government and it is obligated to investigate all estates coming to its attention. In the fiscal year ending June 30, 1961, the Public Administrator received fees in the amount of \$203,570, partially offset by operating expenses of \$129,742, for net revenue of \$73,828. During this same period 1,251 estates were investigated, 496 new ones were opened, final accounting was made in 409 instances, and 544 discharges were filed. Open estates remaining to be settled at the year-end numbered 657.

The Public Administrator continues to develop new standardized forms, including form letters and questionnaires, in order to minimize typing time. This project requires great care because of the delicate problems which arise in dealing with heirs and creditors of decedents. Two electric dictating machines, so common in efficiently operated offices of private industry and sorely needed here, were eliminated from the 1961-62 budget. Our Committee discussed this and other problems with Mr. Shea and his chief attorney, Mr. Jerome J. Cahill, and quickly came to the conclusion that these items of equipment, if purchased, could not help but improve efficiency, and in the long view would pay for themselves. We strongly urge that two dictating machines be made available to this office. We also recommend the purchase of a reasonably priced light motor vehicle to supplement the automobile already in use, for the purpose of making required investigations.



## Public Administrator (continued)

This Committee is amazed that, despite the recommendation of past grand juries, no audit is made of the Public Administrator's office. We therefore urge that there immediately be made an independent audit by a certified public accountant. This is sound business practice and would be welcomed by Mr. Shea. We also hope that in any forthcoming space reallocation in the City Hall consideration be given to bringing all operations of this department, including those of the Public Guardian division, which is under the jurisdiction of the Public Administrator, to a single location. Also, the overcrowded conditions under which the Public Administrator's staff of sixteen employees presently work, and the lack of proper reception room facilities for persons having business in the office, should receive attention at the same time.

Our sincere thanks are extended to Con Shea for the capable manner in which he administers the affairs of his office and for the time he so generously and courteously gave in endeavoring to explain to the members of this Committee many of the complex issues which daily confront him and his most efficient staff.

-----

## TAX COLLECTOR

This office of our city government, under the capable direction of Mr. Basil Healey, is responsible for the collection of current and delinquent real and personal property taxes and the issuance of various licenses, and the distribution of the receipts to their appropriate accounts. It also functions as collector of delinquent revenue, parking meter income, and the new and highly controversial hotel room tax. Total receipts of this operation during the fiscal year 1960-61, including the Purchase and Use Tax now collected by the State, and other miscellaneous revenue, amounted to a total of \$133,444,136.87. This was an increase of \$12,910,605.39, or 11%, over 1959-60. All divisions of the office exceeded collections of the previous years and total receipts funneling through the Cashier's Division were at an all-time high level for the eighth consecutive year.

### Cashier's Division

The five receipting machines for which funds were appropriated under the 1960-61 budget have at last been delivered, but were not received until November 1st, too late for Mr. Healey and his staff to become familiar with their operation in time for use in collecting the real estate taxes for the first half of the fiscal year 1961-62. Funds for the purchase of an additional two or three of these machines which not only issue a receipt for taxes paid but also account for cash taken in, will be requested in the 1962-63 budget. Mr. Healey, using sample tax receipt forms furnished by tax collectors in other counties as a basis, is now in the process of redesigning our present form for use in the new accounting machines, acquisition of which should speed up the present and outmoded receipt issuance procedure.



## Tax Collector (continued)

### Real Estate Tax Division

This division processed 144,423 real property tax bills and also performed the accounting of 29,801 unsecured property tax bills in 1960-61. Percentage of delinquency in these two categories declined from 1.01 and 3.10, respectively, in 1959-60 to 0.89 and 2.92, respectively, in 1960-61.

### Parking Meter Division

This division collects, sorts and counts all coins deposited in the city's 12,347 parking meters, emptying and winding one-third of them each workday. During 1960-61 collections amounted to a total of \$1,500,003, an increase of approximately \$98,000 over the previous year. On-site and in-shop maintenance and repair of meters and their mechanisms are performed by the Department of Electricity. Members of this Committee observed that numerous meters run down over week-ends through lack of winding, thus depriving the city of the revenue to which it would otherwise be entitled.

### Bureau of Delinquent Revenue

A total of 34,835 accounts, with a value of \$954,757.55, were assigned to this bureau by various City and County departments during 1960-61. A comparison of these totals with those of 1959-60 shows increases of 5,166 accounts amounting to \$60,566.77. A contract for the collection of 475 hospital bills, with a value of \$76,322.00, was entered into with a private skip-tracing and collection agency. As of June 30, 1961, this firm had collected \$1,768.00, of which San Francisco received one-half. In addition, the agency had returned as uncollectable 278 accounts valued at \$36,349.00 which were later declared abandoned by action of the Board of Supervisors.

### Bureau of Licenses

A total of 75,974 licenses were issued during 1960-61, bringing income amounting to \$657,072.68. A comparison of these figures with 1959-60 reflects increases of 1,007 in number and \$65,112.29 in funds.

### Recommendations:

The 1961 Grand Jury Committee on the office of the Tax Collector submits the following recommendations:

1. We associate ourselves with the plan of the Director of Finance and Records for modernization of the physical facilities of the Tax Collector's office and also with the recommendations of numerous previous grand juries in this regard. We urge all possible speed in the removal of the center island and of those teller's cages no longer utilized. The balance of the cages still necessary to serve the 20 per cent. of our citizens who prefer to pay their taxes in person should be redesigned to conform with present-day needs and outward appearance.

2. Conversion to an electronic data processing system for the collection of taxes should be made upon installation of this facility in a central machine accounting division.

3. Three trucks are assigned for the collection of parking meter coins. One of these is a 1958 model which sustained considerable damage in a traffic accident two years ago, and one is of 1956 vintage.





## Tax Collector (continued)

We urge appropriation of funds for the replacement of these two vehicles with new ones of adequate carrying capacity.

4. We suggest, as an improvement in employee morale, adequate ventilation in the License Bureau.

5. Our present parking meters require winding every three days by the collectors as they make their rounds. We believe that installation of another type of meter which is wound by the motorist as he deposits his coin and the time allowed is registered should receive serious consideration and a fair trial by an appropriate department of our city government.

6. This Committee urges that study be made leading to the possible consolidation, under the jurisdiction of either the Tax Collector or the Department of Electricity, of coin collection and correction of minor mechanical failure of parking meters.

## Conclusion

The report of this Committee on this office would not be complete without noting the untimely death, on September 27, 1961, at the age of 49, of our late Tax Collector and friend, Louis J. Conti. Mr. Conti, a career civil servant, joined the city government in 1936 as a clerk in the Water Department. Later he rose to chief clerk in the tax collector's office, director of services in the assessor's office, and, in 1955, director of the bureau of delinquent revenue. He was named Tax Collector on January 1, 1960, succeeding James W. Reinfield, retired. He was respected by his co-workers and city officials, and we who knew him share their loss.

San Francisco is indeed fortunate to have as its new Tax Collector Mr. Basil Healey, who brings to the office many years of public service, including seven years' previous experience in the collector's office. The members of this Committee believe Mr. Healey is a fully qualified and capable administrator, and we are impressed by his knowledge of the functions of his department and his plans for its future betterment. We thank him for his courtesies and for the time which he so generously gave us during the last two months, and offer him our congratulations on his promotion and best wishes for a successful future as San Francisco's Tax Collector.

-----

## AGRICULTURAL COMMISSIONER

The Agricultural Commissioner, Mr. Raymond L. Bozzini, is responsible for the administration of the County Department of Agriculture. Included in his duties are the inspection of eggs, fruits, nuts, vegetables, honey, poultry and rabbit meats in wholesale and retail establishments, plant quarantine, and others. He also is charged with supervision of the Farmers' Market, including its operation and personnel. A portion of Mr. Bozzini's salary is paid by the State of California. Other revenue includes fees for the issuance of export certificates.

Early in 1961 this Committee met with Mr. Bozzini, and at that time, and through subsequent inquiries, we were advised of a





Agricultural Commissioner (continued)

legal opinion rendered by City Attorney Dion Holm holding that under State law the Agricultural Commissioner is required to perform interstate plant quarantine inspection services. The Commissioner made a reappraisal of his staff of eight and their existing activities, and determined that an additional N-154 Agricultural Inspector would have to be added to the staff on a part-time basis in order that other work assignments would not be curtailed. The additional inspector would spend 80 per cent. of his time performing the required plant quarantine inspections and 20 per cent. under assignment to the Farmer's Market, which is a 6-day operation but presently is being supervised by the Market Master and one clerk who work a five-day week, as do other city employees.

Farmers' Market

The Farmers' Market, founded in August, 1943, operating under city ordinance, is administered by the Agricultural Commissioner assisted by a staff of three. The total cost of land and capital improvements is \$243,883.01. During the period from 1946 to June 30, 1961, \$229,472.83 of this amount was repaid to the city through fees charged on tonnage and stall rentals. It would thus appear that the total outlay will be repaid in a very short time.

This Committee recommends budget approval of one additional agricultural inspector, which will permit Mr. Bozzini to carry out all the commitments for which he is obligated, and also provide for the continuation of the Farmers' Market, which renders popular and valuable service to growers in the surrounding farm areas as well as to the consumers in this and neighboring communities.

We commend Mr. Bozzini and his staff for the outstanding job they are doing on behalf of San Francisco and her citizens, and we thank him for materials he made available to us for this report, and for his courtesies.

CHARLES H. McDONAGH, JR., Chairman

HAROLD A. BERLINER

VINCENT J. CALLAN

GEORGE LOEHRSEN



## MAYOR

The following report is the result of the numerous contacts this Committee has had with Mayor George Christopher during the year 1961. We had the opportunity to discuss with the Mayor, as well as to observe, the various problems and procedures that confront his office. We were also fortunate to become acquainted with the Mayor's immediate staff members and observe their functions. It is indeed an experienced group of individuals and, we believe, worthy of public mention, as well as official notice.

The following are members of the Mayor's official "family" who are now serving or who have served during this Committee's tenure: John D. Sullivan who replaced Joseph Allen as executive secretary. Robert Smalley who replaced Mark Gerstle III as confidential secretary. John Mootz who serves as advisor on budget and finance matters, and Robert Rockwell who serves as public relations officer.

This Committee would like to review, and make part of the public record, a few of the major undertakings and problems which confronted the Mayor and his staff during 1961.

1. The new Hall of Justice, which began with Bond approval in 1956, was completed in 1961 but not all of the offices and court facilities were ready for occupancy as December ends.
2. Legislation has been passed authorizing the sale of the old Hall of Justice property.
3. The two major redevelopment projects, begun during his term, Diamond Heights and Western Addition.
4. A major obstacle to the Golden Gateway Project was resolved with the agreement of produce market operators to relocate. This phase of the project was brought to a successful conclusion through the leadership and support of the Mayor.
5. The controversial hotel tax legislation has been adopted and is in operation. First returns from the tax indicate that there will be substantial revenues for use in the promotion of our very vital tourist and convention business without adding to the burden of our ad valorem tax payers.
6. Completion of the Civic Center Plaza and steps taken to provide further for its artistic embellishment through an international competition.
7. The successful water bond issue that will insure an adequate water supply for years to come at no foreseeable increase in water rates or taxes.
8. The Fifth and Mission Garage had exceeded expectation as to its use and as a result it has been expanded to add 50% to its original capacity. This addition was opened for use in November of 1961.



Mayor (continued)

9. Under construction at present is a new parking garage in Portsmouth Square. This is an example of the dual use of property which provides much needed public facility. The park will be restored, when the garage is completed and will continue to serve this area.
10. The Mayor was instrumental in the forming of the Blyth-Zellerbach Committee on Civic Improvement. Its function was to determine what changes could be made to improve the efficiency of this City's government, to reduce costs and improve service wherever possible. The Mayor is certainly doing all he can to determine what economies may be effected that reflect the thinking of those who made the study on which the Committee's report was based.

The 1961 Grand Jury Committee on the Mayor's Office strongly recommends that the Board of Supervisors' Joint Judiciary Committee will see fit to continue public hearing on the Blyth-Zellerbach Committee's Recommendations so that those suggestions which are found to have merit may be placed into operation at the earliest possible date.

This Committee has found that the Mayor is aware of, and expresses concern for, many of the major factors that are important to both the social and economic life of the City. He has regard for economic government and an improved City. Although there has been disagreement with various policies and solutions, we believe there is little disagreement with the basic sincerity of the Mayor's endeavors.

We wish to thank Mayor Christopher and his staff for all the courtesies shown us. He gave freely of his time despite his busy schedule. This Committee commends him for the outstanding job he does in the interest of all of our citizens.

BURL A. TOLER, Chairman

MRS. NATALIE CARROLL

CHARLES H. McDONAGH, JR.



## NARCOTICS

The San Francisco Police Department under the direction of Chief Thomas Cahill, has completed an outstanding year in their all-out drive against the illegal narcotic traffic in San Francisco. Especially prominent in this drive has been the personnel of the Narcotic Bureau, under the very able supervision of Lieutenant Les Dolan and his very fine Assistant, Sergeant Frank Brown.

This Bureau of 20 men, with a total of 14 investigators in the field, were responsible for 525 of the 862 arrests made for narcotics and dangerous drug violations during the period January 1961 through October 30, 1961. The men of this Bureau have been very efficient in securing all the necessary evidence towards obtaining convictions of either a narcotic user or peddler. Of all the persons charged with Narcotic Violations whose cases were presented to this Grand Jury and on which the Grand Jury returned indictments, it is interesting to note that 82% were convicted, 11% are presently pending, 2% were dismissed, and 5% are fugitives or deceased persons.

The undercover officers of this Bureau, whose work necessarily entails the infiltration into the circles of narcotic users and peddlers, work long hours in an obviously dangerous field. Their effectiveness is demonstrated by their record, which includes among many fine results an indictment in one case of 28 peddlers and in another case the indictment of 29 peddlers.

The Naline Clinic, which is jointly operated by the Police Department and the Department of Public Health, has been especially effective in the Narcotic field. A condition of probation in narcotic cases requires that users make regular submission to Naline tests. These tests will demonstrate conclusively whether or not the person is using narcotics. In addition, many persons charged with narcotic violations will voluntarily agree to tests. These tests will often times help to eliminate the necessity for court or jury trials of great length, because when the Naline tests indicate the accused addict to be a present user of narcotics, he or she will many times then plead guilty.

There has been some discussion concerning the moving of the Naline Clinic from its present location at 101 Grove Street to a site closer to the administrative offices of the Police Department. The Narcotic Bureau of the Police Department supplies three men to aid in the operation of the Clinic, in addition to one man permanently assigned to handle necessary administrative details. The moving of the Naline Clinic to a site closer to the Police Department would certainly help that Department from a man-power point of view. This fact, though, must be considered: that the administering of Naline tests constitutes a health problem and the necessary precautions which must be taken indicate that the tests should be administered in or adjacent to a fully equipped health center. With this consideration in mind this Committee recommends that the Naline Clinic remain at its present location, or adjacent to some other health center if it is moved.





## Narcotics (Continued)

Recognizing the need for an educational program to help overcome social evils, the Narcotic Bureau has provided the speakers in a total of 38 lectures on narcotics and narcotic addiction which were delivered before civic and other interested groups in the Bay Area. In addition, a police inspector gives a similar lecture to Navy personnel on Treasure Island prior to their release from service.

This Grand Jury has already recommended that Percodan be placed with other narcotics requiring official triplicate prescription blanks. We consider this a major objective in the control of narcotic and dangerous drugs and hence suggest that the Grand Jury which succeeds this Jury should take steps to support legislation in this regard.

Owing largely to a program promulgated by the Board of Education, under the supervision of George Canrinus, together with the conscientious effort of the Narcotic Bureau in cooperation with the Juvenile Bureau of the San Francisco Police Department, the juvenile problem in relation to narcotics in San Francisco is at a minimum.

We, the Members of this Committee, have found a splendid spirit of cooperation in regard to the control of narcotics and dangerous drugs between the Federal Bureau of Narcotic Enforcement, under Colonel George White, the State Bureau of Narcotic Enforcement, under Mathew O'Connor, and the Narcotic Bureau of the San Francisco Police Department, under Lt. Les Dolan. An effective liaison is maintained by the Narcotic Bureau with all agencies having a kindred interest and cooperative effort has been the rule.

This Committee commends Chief of Police, Thomas Cahill, Lieutenant Les Dolan and the members of the Narcotic Bureau of the Police Department, for their efforts demonstrated in an effective program to control and minimize the traffic in narcotics and dangerous drugs. The Committee further commends Colonel George White of the Federal Bureau of Narcotic Enforcement and Mathew O'Connor of the State Bureau of Narcotic Enforcement for their splendid efforts in this work.

VINCENT J. CALLAN, Chairman

HAROLD A. BERLINER

BURL A. TOLER



## ASSESSOR

The Committee conferred with the Assessor and his chief assistants on several occasions during the year.

The assessment roll reflects both the volume and the quality of the work done through the year by the Assessor's Office, though it by no means tells the whole story of the operation of that office.

One of the striking features of the assessment roll this year was the fact that it showed one of the largest increases for several years in the assessed valuation of land. Last year, for example, assessed valuation of land had increased by only \$171,785. But this year the assessment roll reflects an increase of \$4,622,980 in the assessed valuation of land.

Inquiry disclosed that land revaluations in process for slightly more than a year covered approximately one-third of San Francisco's taxable land area and affected approximately 52,500 privately owned land parcels. This reflected a revaluation of land parcels in the Richmond, Sunset, Miraloma Park, Mount Davidson, Crocker Amazon, Mission Terrace, Bay View, Bernal Heights, McLaren Park, Market Street, West Valencia, and industrial parcels north of Army from Potrero Avenue and Division Street eastward toward the Bay.

The revaluation studies of other areas are continuing.

Building valuations continued to increase with a jump of \$28,651,950 over last year's valuations. Total building assessed values amounted to \$731,851,025.

Tangible personal property, comprising household furnishings, commercial-industrial equipment and inventories, increased \$2,264,553 over last year, with this year's figure being \$287,534,866 in assessed valuations.

The annual auditing of business firms headquartered in the East and doing business in San Francisco continues to produce increased tax revenues for the City and County of San Francisco.

This program, now in its twelfth year since being instituted by Assessor Wolden, has proved to be highly beneficial both from the standpoint of taxes collected and from its indirect result on the filing of realistic tax returns. At a cost to the city for a 12 year period of only \$39,879.76, these audits have yielded \$1,797,441.27 in taxes paid.

The Assessor expressed concern with the continuing acquisition of land within the City and County of San Francisco by federal, state, and local agencies, and thus further constricting the tax base in our very limited land area. It is to be hoped that the Redevelopment Agency will take every possible step to expedite the return to the tax rolls of land which has been acquired for redevelopment purposes.



## Assessor (continued)

One feature of the assessing operation of special interest was the assessment of possessory interests. Each year these assessments are protested at hearing of the County Board of Equalization. But each year, because of the consistency with which Assessor Wolden has made and defended such assessments, there is an increasing awareness and acceptance of the place of possessory interest taxes in the over-all property tax picture of San Francisco.

Assessor Wolden explained that when governments take over property for the benefit of the people and then lease such properties to private corporations or individuals for private profit, those controlling such properties for their own profit should and must pay their fair share of the tax burden of this City and County.

The most notable example of possessory interest assessment is that levied against the Giants for their interest in publicly owned Candlestick Park. Other such assessments are levied against office buildings owned by the tax exempt University of California, against parking lot concessions on publicly owned property, garages both above and beneath publicly owned property, and restaurants in publicly owned areas.

On the latest assessment roll 125 such assessments were made amounting to \$5,000,000 in assessed valuation.

This year Assessor Wolden conducted a pilot study to determine whether a majority of San Francisco property taxpayers preferred to submit their property declaration by mail rather than in person at the Assessor's Office. 35,834 statements were delivered in the pilot districts (Sunset and Parkside) with sheet attached offering the taxpayer the option of either filing by mail or filing in person.

Of the statements delivered in the pilot districts, 6,223 were filed by mail.

Analyzing these results, the Assessor stated that he feels he should proceed with caution in expanding the experiment. The habit of filing in person has become fixed, and the Assessor expressed his concern that an abrupt and widespread change in the method of filing may so confuse some taxpayers that they might neglect to file their personal property tax declaration at all, and thus incur penalties for failure to file.

The Assessor's Office and personnel is seriously handicapped by the lack of proper office space. The IBM tabulating machines which are necessary to the preparation of the assessment roll take up considerable office space; and this operation is noisy and distracting in an office where concentration is required.

Visitors to the office have noted the efficiency and the morale of staff employees. Particularly impressive is the spirit of courtesy and cooperation characterizing the dealings of the Assessor's staff with the tax-paying public.



Assessor (continued)

Assessor Russell Wolden has been Assessor for 23 years and thru that period of time has been a leader in every progressive step in revising assessment procedures and increasing the efficiency of this office.

Assessor Wolden is constantly ready to meet with taxpayer groups, both large and small. This year, for instance, he helped launch the highly informative and successful conference on taxation at which practically every major industrial and commercial organization in San Francisco was represented.

He has appeared at meetings of building owners and managers as readily as at small neighborhood property owners' meetings, and the striking feature of his appearances is his readiness to answer every question put to him until the last questioner has been satisfied.

The 1960 Grand Jury remarked on a project then under way on the revision of the maps, building cards, and other real property records of the Assessor to reflect the changed status of various San Francisco properties affected by the new zoning regulations. This huge statistical job was absorbed by the permanent staff and was completed during the year.

In conclusion we wish to state we have received whole-hearted cooperation from the Assessor and his staff at all times. Our only regret is that lack of time and pressure of other Grand Jury responsibilities prevented the members of this Committee from spending more time and attention on this most important department of City and County government.

GEORGE LOEHRSEN, Chairman

GASTON I. GOETTING

HARRY J. LAWLOR





## PUBLIC GUARDIAN

The Public Guardian program, a little known but important branch of our municipal government, rounded out its first year of operation on June 30, 1961. Our present Public Guardian is Cornelius S. Shea who also holds the position of Public Administrator, which function is covered in another report submitted by this 1961 Grand Jury Committee. The Public Guardian makes application for letters of guardianship and administers the estates of incompetents who are patients in any of our county hospital facilities. In the absence of this program the incompetent patients would not be able to collect welfare assistance, social security, and other pensions or benefits to which they are entitled.

When the program was first inaugurated on July 1, 1960, it was felt that a caseload of 100 would be the maximum number under its control. We are informed by Mr. Shea that as of December 1, 1961, a total of 135 active cases were under his jurisdiction and that this number will undoubtedly increase as the result of recent legislative revisions in the Welfare Code. The details of the program are handled by an assistant public guardian, one accountant, and a typist in quarters separated from those of the Public Administrator.

Costs of the operation during the fiscal period 1960-1961 amounted to \$18,029.47, certainly a modest outlay, and offset by cash and indirect income of \$41,688.78, for a net difference of income over expenses of \$23,659.31 for the year. Much of the work and consequent cost of maintaining the Public Guardian's Office and property attributable thereto, is borne by the Public Administrator's Office. Wards possessing assets in excess of legally stipulated limits must be housed in nursing homes or other private institutions and required visitation, almost entirely of a social service nature, necessitate a considerable amount of time and travel both in and outside of the city. As of the date of our last visit in early December of this year the Assistant Public Guardian, aided by the accountant, had spent four days in a continuing investigation, sifting through numerous crates, boxes, and records in the home of a newly designated ward in order to determine the value of his assets.

This Committee sincerely commends Cornelius Shea and his small staff for their dedicated efforts in behalf of each ward assigned to the care of the Public Guardian. Our comments concerning the additional light-weight motor vehicle, adequate waiting room area and transcribing machines noted in the report on the Public Administrator's Office of course apply here, since the two functions are so closely related.

In order that the Public Guardian may, in the face of an ever increasing demand for his assistance, continue to serve his wards at the same level of efficiency, we make the following recommendations which it is hoped will bear fruit.

1. Combine the separate space now occupied by the Public Guardian and Public Administrator into a single or adjoining work area, thus enabling both to function more



Public Guardian (Continued)

efficiently with a complete interchange of personnel and equipment.

2. The outside annual audit urged as sound business procedure in our report on the Public Administrator's Office should, of course, include that of the Public Guardian.
3. A qualified social service or medical social service worker, assigned to duties requiring special visitations and special attention to details concerning arrangements for nursing home care, should be added to the staff.

This Committee is grateful to Mr. Shea and members of his staff for the courtesies extended on the occasions of our visits to the office of Public Guardian and express the belief that all of them are doing a good job in behalf of their wards and the people of San Francisco.

CHARLES H. McDONAGH, JR., Chairman

HAROLD A. BERLINER

VINCENT J. CALLAN

GEORGE LOEHRSEN



## CHIEF ADMINISTRATIVE OFFICER

This Committee of the Grand Jury has concerned itself only with the organization of the office of the Chief Administrative Officer, since other Grand Jury committees are reporting at length on the functions of the several departments under his jurisdiction.

Under the Charter of the City and County of San Francisco the Chief Administrative Officer is appointed by the Mayor. He must be a person of executive ability with administrative training, and a resident of the State of California for the five years immediately preceding his appointment. He is responsible to the Mayor and the Board of Supervisors, but is protected from interference from either, since he may be removed from office only by popular recall, or by a two-thirds vote of the Board of Supervisors on the basis of charges after a public hearing.

The Chief Administrative Officer has directly under his control the Department of Public Health, the Department of Public Works, the Purchasing Department, the Departments of Real Estate, Electricity, Agriculture, Weights and Measures, the Coroner, and the Department of Finance and Records which includes the Tax Collector, County Clerk-Recorder, Registrar of Voters, Public Administrator and Records Center. In addition he is charged with the budgeting and control of the Publicity and Advertising Fund, the San Francisco County Fair funds, and the San Francisco Fish and Game Fund; he is the appointing officer of The California Academy of Sciences, The Farmers' Market Advisory Board, the Regional Service Committee, the San Francisco Housing Appeals Board, and the Health Advisory Board; he is chairman of the Scavenger's Rate Board, the Budget Priority Committee for Capital Improvements, and the Central Safety Committee; he is ex-officio a member of the City Planning Commission, with voting rights, the Board of Supervisors with a voice but no vote, the State Legislation Committee, and the Mayor's Transportation Council. He is also County Road Commissioner with jurisdiction over the streets and highways of San Francisco. Five thousand of the City and County's twenty-one thousand employees, distributed among thirty-six operating units, are under the jurisdiction of the Chief Administrative Officer.

Our present Chief Administrative Officer, Mr. Sherman P. Duckel, has served in this capacity since February 1, 1959. Prior to that time he served as director of public works. This Grand Jury committee has had several meetings with Mr. Duckel during the past year and we have found him readily available to us and always extremely helpful. He is fully conversant with all of the major projects and problems affecting his various departments. Considering the scope of the operations of these departments, these are certainly widespread and varied.

During 1960 and early 1961 the Mayor's Committee for Municipal Management (Blyth-Zellerbach Committee) reviewed the office of the Chief Administrative Officer and suggested five changes in the organization of the office. This Grand Jury committee discussed the proposed changes with Mr. Duckel.



Chief Administrative Officer (continued)

Each of the suggestions was subjected to careful scrutiny by Mr. Duckel and his staff, and they are presently under study. Particular attention is being given to the suggestion of the creation of a Department of Central Services. This department would consolidate several functions, as follows: Reproduction services; mail and message service; clerical-stenographic service; central telephone operation service; data processing; office and space control unit; and standards and procedures. This latter, which embraces organization structure, management standards, methods, procedures, systems, services, operations, and manpower utilization, was suggested by the Blyth-Zellerbach Committee as a separate department; however, the Chief Administrative Officer feels it should be part of the Bureau of Central Services.

This Grand Jury Committee feels that a Department of Central Services is highly desirable. We are cognizant of the fact that a great deal of study must be given the problem, as well as time to put such changes into effect. The Grand Jury Committee is satisfied that the Chief Administrative Officer and his department heads are doing what they can to bring about the adoption of this suggestion.

This Committee discussed the Freeway Program with Mr. Duckel, and it is a matter of concern that an impasse exists in the decision as to the choice of the route for the Western Freeway. A great deal of time and money has been expended in surveys by agencies of the City and County, such as the Board of Supervisors, the Chief Administrative Officer, the Department of City Planning, the Department of Public Works, and the Bureau of Engineering. In addition to these agencies, private traffic and transit consulting engineers have been paid for extensive surveys, and a consensus has been reached as to the approximate routing. It is not the purpose of this Grand Jury Committee to recommend a route for the Western Freeway, but rather it is our recommendation that the various City and County agencies interested in this problem do whatever must be done to bring about its solution as soon as possible.

We wish to thank Mr. Duckel and his staff for the courtesies shown us on our several visits to his office.

HARRY J. LAWLOR

FRANCIS C. MIRALDA

ARNOLD W. SPINETTI





## PURCHASER OF SUPPLIES

This very important department of our City government is divided into five bureaus, operating under the direction of the Purchaser of Supplies. These are:

The Bureau of Buying, which secures materials and supplies, equipment insurance and contracts for services, for all departments of the City and County and the San Francisco Unified School District. During the 1960-61 fiscal year the following large and unusual purchases were made by this bureau: 1, Equipment for the new Hall of Justice; 2, A planetarium for San Francisco City College; 3, New scoreboards for Kezar Stadium; 4, Broadcast educational TV and radio studio for San Francisco City College; and 5, Emergency procurement of equipment and supplies for the new ward at Laguna Honda Home. During this period the bureau issued 44,313 purchase orders and miscellaneous encumbered contracts amounting to \$16,731,790.

The Bureau of Personnel and Accounts is charged with budgeting and personnel functions, the processing of bids, purchase orders and contracts, checking invoices for payment by the Controller, selling copies of the Charter, the Municipal Code, and other documents, and procuring official bonds for City and County officers and employees. Discounts earned and taken during the fiscal year 1960-61 amounted to \$42,208, or 99% of the total allowable.

The Bureau of Equipment and Supplies operates and maintains central warehouses and storerooms in various City departments, receives and issues materials, supplies and equipment for all City departments, arranges the sale of, and sells, surplus and obsolete personal property belonging to the City, exchanges equipment between departments, and maintains a perpetual inventory of all materials purchased for the City and County. The bureau also maintains control of the entire automotive fleet, including listing, insurance and the reporting of all accidents involving these vehicles. Total revenue from the sale of obsolete equipment during the fiscal period amounted to \$93,200.47.

The Bureau of Shops is composed of the Central Shops and car service stations, and services about 1,600 units. The three main shop areas are Automobile, Truck, and Fire, with auxiliaries such as Machine, Blacksmith, Pattern, Paint, Hose, Upholstery, Body and Fender, Tire and Service Station.

The Tabulation and Reproduction Bureau provides a centralized service available to all City and County departments in machine accounting (IBM), blueprinting, photography, photostating and duplicating, such as mimeographing and offset printing. One of the functions performed during the past fiscal period was the processing of 841,300 traffic citations for the Municipal Court.

The Purchasing Department is administered by Mr. Ben Benas, Purchaser of Supplies, and his Chief Assistant Purchaser, Mr. T. F. Conway. Mr. Benas has served as Purchaser since April, 1959, the time of his appointment by Chief Administrative Officer Sherman P. Duckel. This Grand Jury Committee has found Mr. Benas to be an executive of high caliber, fully conversant with his various bureaus



## Purchaser of Supplies (continued)

and the problems confronting them. He is consistently pushing for improvement in the methods of operation of his department consistent with the limitations imposed by the Charter and his budget.

The Purchaser for the past two years has been endeavoring to have the blueprint facilities, presently housed on the fifth floor of the City Hall (a location without elevator service) moved to space allotted in the basement of the City Hall. This move has been authorized but as yet funds have not been budgeted for this purpose. It is the recommendation of this Grand Jury Committee that the Budget Priority Committee of the Capital Improvement Program give favorable consideration to seeing that funds are made available in the near future to effect this authorized and necessary change.

The Purchasing Department, because of additional assumed duties and new projected services, is in need of more work area, and it is recommended that some of the space which will be vacated by the moving of the Bureau of Building Inspection be made available to the Purchaser.

The Chief Administrative Officer, the Purchaser, the 1960 Grand Jury, and the Blyth-Zellerbach Committee have all recommended the creation of a Bureau of Standards within the Purchasing Department to establish usage standards for the various City departments, to see that materials received meet the specifications of the orders, and to determine improvements in purchasing methods and procedures. This 1961 Grand Jury Committee wishes to add its endorsement to the above recommendation.

It is estimated by the Purchaser that the cost of processing a regular purchase order from the time of its placement to the payment of the invoice by the Controller, including obtaining competitive bids, typing tabulations thereof, and processing the individual encumbrances through the Controller's office, is about \$8.00. In the Purchaser's 1960-61 annual report it is brought out that 11,223 petty purchase orders (not exceeding \$50.00) which do not require individual fund encumbrances, being covered by a blanket encumbrance for the entire year, were issued amounting to \$302,065 of the \$16,731,790 disbursed by the Purchaser. In order to remove one of the greatest causes of delay in the issuance of purchase orders, we recommend that the present \$25.00 limit on the placing of open market purchase orders without the necessity of first obtaining three separate bids, which limit has been in effect since 1932, be raised to \$100.00, and that cash purchases from departmental revolving funds be increased from \$15.00 to \$25.00.

During the current (1961-62) fiscal year the Purchaser proposes to install a new purchase order writing unit which will speed order writing, automatically extend and total item prices, and furnish badly needed statistical data. He proposes to develop a material code for citywide use which, when used with the machine, will expedite purchasing and make possible the full utilization of the resulting statistical data. To properly take advantage of this data, as well as to continue to improve on work simplification, forms, procedures and specifications, it is desirable to establish a new position of Senior Assistant Purchaser to head, and form the nucleus of, a Specification and Control Section. This Committee recommends the establishment of this position.

During the 1960-61 fiscal period the Blyth-Zellerbach Committee conducted a survey of the purchaser, and its recommendations were reported by a separate committee of the Grand Jury; hence it is not included in this report.

HARRY J. LAWLOR, Chairman  
FRANCIS C. MIRALDA  
ARNOLD W. SPINETTI.



## BOARD OF PERMIT APPEALS

Our Committee met with the Board of Permit Appeals for the purpose of acquainting ourselves with the functions and record of this important body. This Board is composed of five members and a Secretary, as follows: William H. H. Davis, President; J. Max Moore, Vice-President; Commissioners Ernest L. West; Clarence J. Walsh, and George B. Gillin. The Secretary is J. Edwin Mattox, who has served this Board for the past twelve years.

The City Charter provides for payment of \$15.00 per meeting to each member attending, to a Board maximum of \$5,000 per year.

The office of the Board of Permit Appeals, operated by Mr. Mattox, is opened for the conduct of business from 8:00 A.M. to 5:00 P.M., daily, except Saturdays, Sundays, and legal holidays.

Most of the appeals brought before the Board emanate from citizens seeking relief from adverse decisions made with regard to applications for permits denied by the Department of Public Works, the Police Department, the Fire Department, the Planning Commission, and the Department of Public Health. These appeals are authorized by City Charter Section 39. Since the adoption of the new Planning Code, Charter Section 117.3 authorizes appeals with regard to variances, and planning code matters as administered by the Zoning Administrator and his staff.

The Board of Permit Appeals provides quick and effective service to appellants without having to resort to expensive lawsuits and often lengthy and drawn-out court procedures.

The Board of Permit Appeals has a definite and important place in the function of our City Government. It is felt that the Board is in keeping with our system of government where there are checks and balances upon the various other departments of our City Government. All of the decisions of the Board are subject to review by the Courts, should anyone present an appeal. This Committee of the Grand Jury found it interesting to note that since its inception in 1932, the Board of Permit Appeals has been sustained by the State Appellate Courts in every case where its decision have been contested.

The meetings of the Board of Permit Appeals are conducted in an orderly fashion, but they are not bound by strict rules of procedure. This allows the Board to extend considerable liberty to all persons in order that their case may be fully presented.

Although an appellant may be represented by an attorney if he so desires, this is not necessary, but may present his case in person. Experts from the various city departments involved in permit appeals also appear at these meetings. The City Departments provide expert information and advice when requested.

This Committee feels that the Board of Permit Appeals and its Secretary are to be commended for an outstanding effort in this vital and important task of hearing and ruling on permit appeals.

MRS. ANGEL J. MASTORAS, Chairman  
CHARLES J. FOEHN  
GASTON I. GOETTING





## ART COMMISSION

This Committee of the Grand Jury has surveyed the work of the Art Commission during the past year and is pleased to report that this Commission has made much praise-worthy progress in an area that is at times difficult and trying. This Commission, consisting of President, Harold L. Zellerbach, Vice-President, John K. Hagopian, Bernard C. Begley, M.D., Mrs. Albert Campodonico, Nell Sinton, Betty Jackson, William E. Knuth, Burton Rockwell, Mark Harris, and Joseph Esherick, is called upon to work in close cooperation with professional, civic, and art groups on projects involving many of the other departments of the municipal government.

In the field of music, the Art Commission, by means of the tax money set aside under Charter amendment, is able to present the "Pops" Concerts, which offer an opportunity for bay area performers to make concert debuts, and at the same time presenting the San Francisco Symphony Orchestra to a larger number of people at the lowest possible prices. The Municipal Band is also supported by funds provided by the Art Commission and the band has participated in many of the social and civic functions of the city.

The Arts Festival, under the direction of the Art Commission, has shown increased attendance and participation this year as in the year past.

The Art Commission this year sponsored the International Film Festival, which enjoyed such a tremendous success.

Among the building and construction plans and specifications the Art Commission was called upon to review, and on which they worked with other city commissions and agencies were the new Sutter-Stockton Garage, the underground garage at Portsmouth Square, renewal and rehabilitation program of the Civic Auditorium, the new Terminal Building at the San Francisco Airport, as well as public schools, fire houses, recreation centers, parks and plazas.

MRS. ANJEL J. MASTORAS, Chairman

CHARLES J. FOEHN

GASTON I. GOETTING





## EDUCATION

This Committee of the Grand Jury has spent a profitable and interesting year studying the Department of Education. We are impressed by the extensiveness of public education in San Francisco, which became apparent when we reviewed the various departments of the school system. Not only does the Department provide educational opportunities from the pre-school child-care centers through twelfth grade, and on to junior college, but it also provides many programs in specialized areas. We refer to such programs as classes in Americanization, classes for the hospitalized, at the Youth Guidance Center, Log Cabin Ranch, Adult Education, and instruction for the mentally and physically handicapped. Education is a continuing process, and our Unified School District provides classes for all age levels. Laguna Honda Home for the Aged and the senior centers also benefit from the Department's services.

Buildings, Operation and Safety At the present time there are two senior high schools and three elementary schools under construction. The new Lowell High School, in the Lake Merced district, will be ready for occupancy in September, 1962. The other high school, South East, situated in the southeastern part of the City, should be completed around January, 1963. With the availability of these two senior high schools, pressure on the neighboring schools should be relieved. The three elementary schools now being built are Jefferson, Golden Gate, and Clarendon.

We must keep in mind that the Department must plan for a changing San Francisco. The City is undergoing population shifts, redevelopment of certain urban areas, and changes in the economic character of many of its neighborhoods. To project the educational needs of the community is not an easy task. We are fortunate that the Department uses long-term planning for its future needs and bases its decisions on the results of the constant study of pertinent sociological data.

For immediate and temporary needs the Department very practically makes use of portable classrooms which can be transported from one location to another as the need arises.

Several years ago a survey of the District's storage needs pointed out the advisability of a central, consolidated warehousing facility. The Board of Education, through the offices of the United States Department of Health, Education and Welfare and the General Services Administration, was able to obtain 5.9 acres of ground in the Islais Creek area, on which stands a magnificent, modern, beautifully equipped warehouse formerly used by the Marine Corps as a depot. This site and warehouse were appraised at over \$700,000. By virtue of a 90% reduction in price available to educational institutions, the Department was able to obtain the land and building for \$70,000. Previously there were seven different locations in use for this purpose. This new acquisition permits the Department to consolidate all warehousing and distribution of equipment in one center.



## Education (continued)

The Department of Education continues the work of making our schools safe from fire disasters. The first phase of the Fire Prevention Program has been completed. Construction contracts have been let and work is under way in the installation of automatic sprinklers and solid-core doors in sixty-four schools. This work progresses in a satisfactory manner.

Curriculum Improvement. The curriculum improvement program upon which the 1960 Grand Jury placed its greatest emphasis continues to gain in strength. The program was instituted after certain proposals for improving the curriculum were presented to the Board of Education in the spring of 1960. At the request of the Board, the Superintendent proposed a 23-point program of action, which was endorsed by the Board. A detailed report of the progress made in putting these suggestions into effect was submitted to the Board by the Superintendent. A summary was included in the 1960-61 Annual Report to the Board. The report indicates that progress has been made on the adoption of these suggestions. Among those of special academic interest are proposals 1, 2, 6, 9, 14, 18, 19, 20, and 23. Appended hereto are the Superintendent's report on these nine specific suggestions.

School Community Improvement Program. The School Community Improvement Program, which was initiated in the fall of 1960, and centers in the John Swett and Raphael Weill Elementary schools, Benjamin Franklin Junior High School, and Galileo High School, is receiving enthusiastic acceptance from the faculties, the students, and the parents involved. Even at this early date favorable results have been noted.

This is a very special and unusual program designed to help those students who are not achieving their educational potential because of an inability to read, write, and speak at the level of their mental capacities. Students with these deficiencies are naturally handicapped in other subjects requiring these skills. Not only is it difficult for them to progress in school, but also they ultimately find their opportunities for employment limited in a community which more and more requires well educated and trained employees to meet the needs of its labor market.

One of the chief causes of this lack of proficiency in the aforementioned skills which characterizes many of the students in the program is their very limited experience with, and knowledge of, not only their community, but also the cultural aspects of our society. The lack of a broad general background is a tremendous handicap to these young people who are attempting to acquire these skills. The program, in its attempt to remedy these deficiencies, is using personnel especially qualified and trained for the task of conducting a reading and language remedial program which recognizes the many and varied handicaps under which the pupils in the program labor. An in-service teacher training program has been instituted in order that our school department will have sufficient personnel to effectively carry out the program.

It is hoped that through the raising of their school achievements (and the resulting lowering of school drop-outs) many



## Education (continued)

students will find themselves eligible for better employment opportunities upon leaving school. This should be of great benefit not only to the individuals concerned but to our community as well.

This Committee would like to point out that similar program are being conducted in other major cities. We find this attempt to help young people raise their aspirations and their achievements most inspiring. We believe the program of "Higher Horizons" will mean that the latent talents and abilities of our young Americans will not be lost by default.

City College. City College had an increase in enrollment of 792 students, which is a 10% increase, and is meeting the challenge of this increased enrollment. Fortunately, the site permit future expansion.

San Francisco City College provides excellent college parallel courses and has sent many successful students on to the universities and colleges to complete their third and fourth years and receive their degrees. It also gives terminal courses in many fields which require specialized training, such as restaurant management, etc

Since the position of the junior college is becoming increasingly important in the state's educational program and is a vital link in the Master Plan for Education in California, we are indeed fortunate that we have such a junior college of this high caliber within our City and County.

In conclusion we would like to say that the Board of Education is made up of a group of earnest, able and intelligent citizens who are intensely interested in education. They give a great deal of their time to this very important work, and we feel that the educational system of San Francisco is well cared for under the guidance of this Board.

The San Francisco Unified School District is competently and efficiently administered under the direction of Dr. Harold Spears, Superintendent of Schools, and his valuable and capable department heads. Besides being a highly successful administrator of this complex educational system, Dr. Spears is an educator who is interested in any new ideas which might be of help to the youth under his care and to improving the quality of education offered in San Francisco. We are fortunate to have such an able man to head this Department.

MRS. NATALIE CARROLL, Co-Chairman

MRS. INA LERER, Co-Chairman

TOBY MAGNER





A P P E N D I X

(Excerpts from the Superintendent's report to the Board of Education on certain aspects of the Curriculum Improvement Program.)

1. That distinct curricula, or programs of study, be established for grades 9 through 12.

Five standard programs of study have been developed and made uniform in the high schools. The five programs are: academic, general education, business, fine arts, and practical arts. The practical arts program includes homemaking and industrial arts; the fine arts program includes art and music. Guide sheets for each school outline the programs of study and provide students and parents with information helpful in planning the high school course. A student once embarked upon one of the specified programs of study may, with approval of parents and counselor, transfer to another if changes in educational or vocational plans make such transfer desirable. The uniformity in the respective programs that exists from school to school is of benefit to students who transfer from one school to another.

2. That content in all solid subjects, from elementary through high school, be defined and prescribed in greater detail than formerly.

At the beginning of the school year, a new 165-page General Curriculum Outline was introduced in the elementary division. During the year, the outline has been studied and evaluated by teachers and administrators. A revision of the guide, based on comments made by those using it, has been completed and will be ready for distribution next year.

At the secondary level, outlines have been prepared of each of the approximately 135 courses offered in English, foreign languages, mathematics, science, and social studies in the junior and senior high schools. Each outline begins with a one-paragraph description of the course together with a listing of the textbooks used. The description and list of texts is followed by a summarization of the content of the course in outline form. Descriptions and outlines are being reproduced in sufficient number to supply copies to teachers, counselors, and administrators. This will not only provide each teacher with outlines for his own courses, but will make it possible for him to see the subject matter that he teaches in perspective against the background of the entire secondary school offering.

6. That greater advantage be taken of Advanced Placement Examination in serving the more gifted high school students.

Advanced Placement Examinations are given each year by the College Entrance Examination Board. Scores earned on an examination are sent to the college designated by the student. If an examination score is sufficiently high, the college may permit the student to omit a freshman course and thus be eligible for advanced placement; it may even grant college credit for work completed in high school as confirmed by the examination results.





To prepare students for the Advanced Placement Examinations, high schools need to offer rigorous college-level courses. Seven sections in such courses were provided during the spring semester of 1961, in American history, European history, and English literature and composition.

9. That there be more intellectual interchange between teachers and students in the form of explanation, discussion, and testing the student's comprehension.

The basic ingredients of quality teaching are emphasized in this point. Major attention has been given throughout the system this year to the continued upgrading of instruction through staff leadership and supervision, teaching demonstrations, orientation of new personnel, careful selection of instructional materials, in-service training of teachers, and try-out of new curricula programs.

14. That elementary reading texts be difficult enough to challenge the ability of the pupils using them.

Excellence in education means stimulating pupils to work up to their potential, and to do this appropriate textbooks must be available. Elementary schools have been encouraged for some time to select reading texts on the basis of the pupil's reading ability rather than on his grade placement. First grade teachers begin the instruction of high-ability pupils with the primer rather than first introducing them to the pre-primer and the still simpler readiness book. In successive grades, difficulty of reading texts is adjusted to the child's ability, and seventh and eighth grade readers are available for pupils still in the sixth and earlier grades.

18. That the accepted obligations of the English curriculum be: (1) to teach the student to read perceptively, rapidly, and at a constantly higher level of difficulty; (2) to teach the student to write clearly and correctly and to compose logically and correctly in the expository forms, and (3) to assist the student in the effective oral presentation of his ideas.

19. That logic, grammar, and composition be closely integrated in English instruction.

The English teachers throughout the system have worked toward better articulation of instruction from grade to grade, and toward a strengthening of the entire English program. One significant step has been the revision of the existing literature list and the development of a unified, sequential list of required reading for grades 7 through 11. This basic list includes a number of works of literature of adult level.

A two-week reading workshop held during the summer vacation attracted 85 teachers. A series of leaflets on reading and the language arts has been published this year, providing help for teachers in developing specific reading abilities. In addition, a comprehensive outline has been developed that shows the basic components of the reading process, and gives for each component skill the grade where it is to be introduced and the grades in which it should be emphasized and reinforced.



(Appendix continued)

20. That increased use be made of essay-type examinations.

Essay examinations have value in that they require students to analyze questions, organize information, and write answers in logical form. Thorough study has been given in the secondary schools this year to the values inherent in both essay and objective examinations. Principals report that there has been a marked increase in the use of essay examinations, and that teachers display a sound understanding and appreciation of the place of such examinations in the educational process.

23. That four years of English in grades 9 through 12 be required for college-bound students.

This requirement was adopted by Board of Education action in June, 1960. For college-bound students this adds one year to the previous graduation requirement. The new requirement becomes effective with students who were juniors during 1960-61, and did not apply to the seniors who graduated in June of this year. 62% of the June graduating class had actually completed four years of English.

\*\*\*\*\*



## LIBRARIES

1961 Grand Jury Committee on our libraries quite agrees with its predecessor that there is little point in reviewing the suggestions made by previous committees and surveys which have pointed out the weaknesses in the department and made recommendations for their cure. However, we would like to discuss the choices which the previous committee believed had to be made. That committee put forth the suggestion that perhaps San Francisco's problems with its Main Branch in the Civic Center could best be solved by abandoning it and setting up in its place a decentralized system consisting of the branches and an administrative center.

The 1961 committee believes that the opinions of the new Chief Librarian, who had barely assumed his responsibilities at the time the 1960 report was being prepared, must be heard and given the most serious consideration.

Mr. Holman points out in clear terms that the Main Branch of a public library system is far more than a mere administrative center of the system--that it also is basically the physical repository of the City and County's printed resources as they are contained and maintained in collections. In other words, it physically houses the entire basic collections of our books--the branches contain duplicates (when they exist) of the most frequently requested items. The Main Library of any good system is the heart or the core of the system. It is the chief place where the reader (or scholar --of whatever level or age) can find all that is available in our system on a given subject. For example, the Main Branch of a library contains not only a copy of each of the works of Shakespeare in its possession but also copies of related materials such as biographies of the writer, histories of the Shakesperian theater, et cetera-ad infinitum. Equally important is the fact that the Main Branch houses the master catalogues which not only record and describe this material, but intensively and extensively cross-index it as well.

To separate the master catalogues from the master collections, to break up the collections of the books and their related materials, and to scatter them all over San Francisco, would defeat the fundamental purpose of a good Main Branch.

We agree with the Chief Librarian that such an action would result in chaos.

Now we find ourselves faced with the same problem as our predecessors. What shall be done with the many inadequacies of the Main Branch? Shall the branch be remodeled? Shall it be rebuilt in its present location? Or, shall it be abandoned as a library and possibly converted to, or replaced by, some other civic building and a new library in another location be built to replace it?

"To remodel or not to remodel" is the question which cannot be answered until the funds necessary for a competent architectural survey, with a qualified library consultant, are appropriated by



## Libraries (Continued)

action of those City officials charged with the responsibility of disbursing such funds. The library staff and the Commission are powerless to do anything about the Main Branch until such funds are forthcoming. For similar reasons, the advisability of rebuilding in the present location cannot be determined.

We think it would be advisable to consider building a new Main Branch in another location. Many possible locations come immediately to mind. One is above the parking lot on Van Ness Avenue between the Opera House and the Administrative Offices of the School Department. This piece of property belongs to the people of San Francisco. A modern functional Main Branch on Van Ness Avenue would be a great addition to our Civic Center complex. Naturally, the question of what to do with the present structure comes to mind. Quite possibly it could most readily be converted into a very elegant and useful convention, meeting, and administrative building, -- or even possibly a museum. (Incidentally, Philadelphia has just added a new downtown Main Branch to its system even though that city, like San Francisco, has a Main Branch in its Civic Center.)

We would like to point out here that if we omit the five American cities which have a population of more than 1,000,000, and consider those of 100,000 - 999,999 we find that San Francisco ranks fifth in population, 14th in the number of volumes in its library collections, 9th in the circulation of its books, and 12th in the cost of operation or amount spent, excluding capital outlay. (This 14th place in the number of volumes does not reveal the nature of, nor is it intended to be a reflection of, the quality, source, age, or diversity of the collection. It represents merely the approximate number of volumes we own at the present time.) The cities which have a smaller population and larger collections and greater circulation than San Francisco include Seattle, Milwaukee, Pittsburgh, Buffalo, Cincinnati, and Boston. Portland has a larger collection, but not as great a circulation. The big five with over a million population and great circulations are naturally New York City, Chicago, Philadelphia, Detroit, and, alas, LOS ANGELES!

San Francisco is the largest urban area in Northern California and is supposedly its cultural center. We must keep in mind that this public library is the chief one of any size available to those members of the general public in this area who do not have access to private libraries such as those in neighboring institutions. A good Main Branch of a public library is not a luxury or an extravagance. It is a necessity. It is one of the most essential tools with which we must provide ourselves if we are to continue to be that sort of a literate and well-informed citizenry which is essential to our democracy. We feel it is just as necessary to project our community's long-term fundamental cultural needs as its other needs, i.e., health, education, protection, traffic, etc. With the expanding population in all of California and with the increasing awareness of the public as to our growing needs for well-educated and informed citizens it is reasonable to assume that there will be a demand (which will be met) that our book collection





## Libraries (Continued)

constantly increase. As the collection grows, so will circulation!

It is for these reasons that we suggest that serious consideration be given to the construction of a new modern functional and beautiful Main Library, as well as to the reasons given in the preceding reports which pointed out that the Main Branch is totally inadequate for our present needs. Whatever is done with the present building will be costly, and it seems advisable for us to make certain that in the interests of "economy" we are not in the long run "short-changing" ourselves. Let us be sure to realistically plan for our future needs.

Two developments occurred this year which will probably prove beneficial for the library. One is the fact that three citizens' groups interested in the welfare of the library have formed a single organization known as "The Friends of the Library." It is hoped the organization will become a source of strength for the library. The other has to do with the approval by the voters of an amendment to the Charter which reduces the number of commissioners from eleven to seven. This new number should prove somewhat more wieldly than the former eleven.

Telephone system! -- This Committee wonders why the Main Branch cannot have a switchboard of its own instead of using the one at the City Hall. We have received excellent service from the reference librarians by telephone once we were able to get through to them!

We would like to report that this fall the Business Branch moved to new headquarters in a ground-floor "walk-in" location (formerly Stacey's Book Store) on Market Street opposite the Zellerbach Building. This Branch shows great promise of becoming well utilized. It is an attractive spot, and when its collections are augmented should prove most useful to San Franciscans. At this time, construction of the Eureka Valley Branch has been finished and this branch will open as soon as its furnishing is completed.

Progress is being made in the modernization of the mechanical and technical processes involved in the operation of our system. Just as post-war office procedures and office equipment are changing, so is library procedure and equipment changing. The library staff and the Commission are, we feel, doing their best to modernize this aspect of library operation. This modernization, we are aware, takes time!

In conclusion, the Committee would like to thank the Chief Librarian, Mr. William Holman, the Secretary, Mr. Frank Clarvoe, Jr., the library staff, the President of the Commission, Mr. Lee Vavuris, and the members of the Commission, for their courtesies and especially for their many patient explanations of the problems, both technical and general, facing the Public Library of the City and County of San Francisco.



Libraries (Continued)

We urge them to be of good cheer and continuing hope. It is our belief that it will not be too long before we San Franciscans will admit that we must give greater financial and moral support to the library (we cannot live by French bread, cable cars, flower stands, music, art and the views alone) -- and that their many able and distinguished elected, appointed, and professional colleagues who labor across (and around) the Plaza in that building bounded by Polk, McAllister, Van Ness and Grove Streets will soon also see their way clear to providing some genuine and long overdue assistance to OUR LIBRARY -- especially that kind of help which has a \$-sign in front of it!!

VITA SINE LITORIS MORS EST!

With this, our Library's Motto, in mind,

We respectfully submit this report.

NATALIE CARROLL, Co-Chairman

INA LERER, Co-Chairman

TOBY MAGNER



## Housing Authority

This Grand Jury Committee is pleased to report that progress is being made on a new concept for public housing, termed "Scattered Housing." From what has been outlined to us by the Housing Authority and the Redevelopment Agency, this new concept will eliminate the obvious esthetic and social disadvantages of the large buildings that up to now have been the major type of public dwellings. We commend highly the Housing Authority's staff and the Commissioners' progressive steps, and particularly the manner in which they are working with the Redevelopment Agency. However, we recommend that this present cooperation be put on a more permanent basis by interlocking the memberships of the Housing Authority and the Redevelopment Agency.

We regret to report the following, but feel we would be remiss in our duties if we did not do so. This Committee attended one Housing Authority staff and commissioners meeting early this year. Then, sometime late in spring, noting that such meetings were scheduled for the first and third Thursday of every month, one member of this Committee attended at the specified time. After properly identifying himself he was told that the meeting had been postponed until a later date. The exact date was given him. At the new date specified he went to the Housing Authority and found that again this meeting was postponed. No advice of these postponements had been given the Grand Jury. Proper and courteous apologies were made.

This Committee then asked Mr. Ralph Sheehan, Grand Jury Statistician, to request of the Housing Authority that each member of this Committee be advised by letter or card when meetings would take place. Mr. Sheehan communicated this request by letter to Mr. Beard of the Housing Authority early in June. After over a month had elapsed without receiving any notification of such meetings, a follow-up conversation with Mr. Sheehan was made by the Committee. As a result, Mr. Sheehan telephoned Mr. Beard in July asking that notification of meetings be sent to each member of the Committee. Finally, after a month had elapsed without any word from the Authority, the chairman of this Committee called Mr. Beard to request advice of the Authority's meetings. Thereafter, on three occasions, notification was received by this Committee. At this writing, no notification has been received for six weeks, yet we have heard that such meetings have been held.

What caused this reluctance to advise us as to when executive meetings would take place is beyond our comprehension. We believe the above should be noted by the 1962 Grand Jury. We recommend that a complete survey of all the Housing Authority's activities be made by a team of independent and experienced trained personnel.

Finally, in closing, we wish to thank the Housing Authority for answering in detail certain broad questions asked of it. One question was, "What has the Housing Authority done about 'Shelters'?" This was answered as follows, "At the present there is no city, state or federal requirements for 'Shelters' in public buildings, and there is not sufficient flexibility in the funding to consider 'Shelters'".



Housing Authority (continued)

in the planning of projects. However, the permanent projects are sufficiently sturdy in construction to be adaptable to limited 'Shelter' modification. The matter has been given some thought at all staff levels of this Authority."

At this writing, the federal government is in the process of taking definite steps in making commitments as to "Shelters." No definite state or city policy is yet perceptible.

We recommend that in all new Authority projects every effort possible be made to include "Shelters."

The Grand Jury enjoyed, and were much enlightened by, visits to the New Yerba Buena Annex, as well as the recently opened Ping Yuen Project. We appreciated the courtesies extended by the Housing Authority during this tour.

RICHARD ARNSTEIN, Chairman

LOYAL H. GILMOUR

GEORGE LOEHRSEN

TOBY MAGNER









